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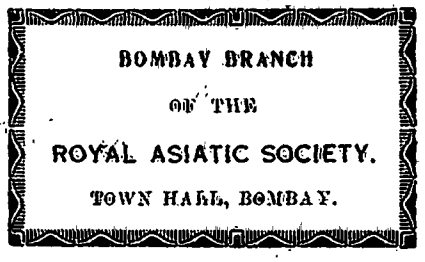

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BIHAR

IN

1937-38

J/1938-39

BY

S. M. WASI,

Director of Publicity.

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1941.

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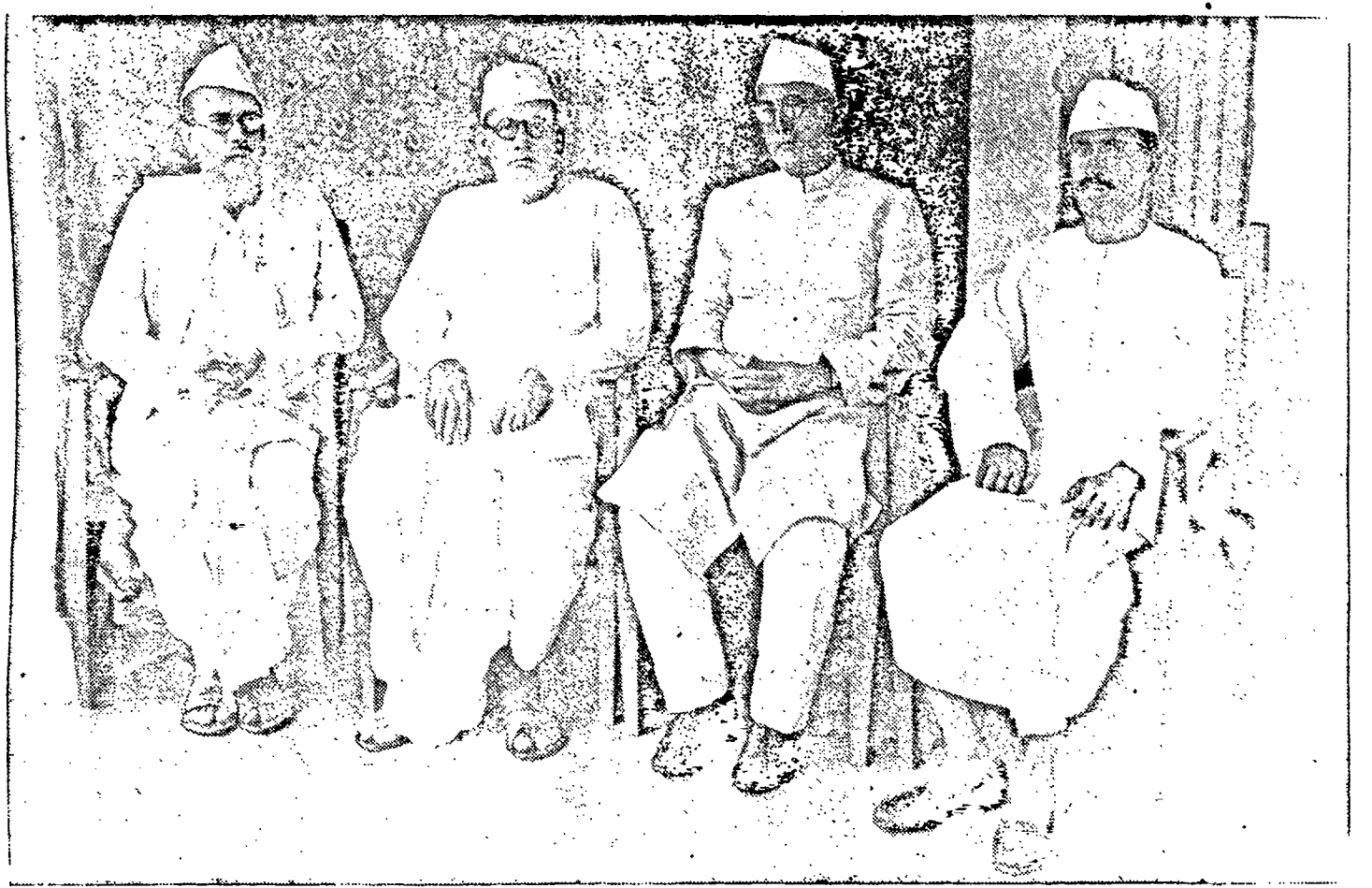


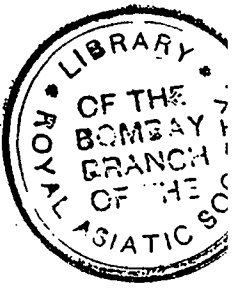
THE MINISTERS IN 1937-38

From left to right :

The Hon'ble Mr. Anugrah Narayan Sinha, Minister for Finance, Local Self-Government and Public Works; the Hon'ble Mr. Shri Krishna Sinha, Prime Minister for Home Affairs, Revenue and Legisla-

NOTICE.

THE task of preparing this book was entrusted to Mr. S. M. Wasi, Director of Publicity, and it is now published under authority and with the general approval of the Provincial Government, but it must not be assumed that the approval extends to every particular expression of opinion.



PREFATORY NOTE.

THIS volume deals with the financial year 1937-38, namely from the 1st April 1937 to the 31st March 1938. Besides reviewing the first year of the working of Provincial Autonomy and the activities of the various Departments, it surveys some of the more important subsequent administrative and legislative measures of Government.

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CHAPTER I.

Political and General Events.

Congress in Office.

There was a general feeling of relief at the disappearance of the first obstacle to the successful working of the new constitution. Early in July, 1937, the Congress decided to accept office. The long-range exchange of views which took place between the Congress and the Secretary of State for India, as well as between the Governor-General and the Governors and the Congress, during the greater part of summer served to clear the air.

It was on July 20, 1937, that a Congress Ministry assumed office replacing the minority *ad interim* Ministry which had been functioning uneasily under the certain knowledge that they were destined to be defeated on their first encounter with the Legislature.

With the assumption of office by the Congress there was an outburst of popular enthusiasm. Meetings and processions were held all over the province on the 1st of August on the occasion of " Ministry Day ". Flags were hoisted on a large number of buildings under the control of local bodies.

The Ministry were energetically engaged in translating into effect their electoral pledges and in this they had the loyal support of the permanent services.

On the administrative side, the release of political prisoners and the maintenance of civil liberty were some of the major items of the Ministry's policy. All persons interned or externed under the Bihar Safety Act, 27 in all, were released during the first month of the Ministry's taking office.

The first year of the working of Provincial Autonomy was not without its teething troubles. There were differences of opinion with regard to the release of political prisoners in February, 1938, which led to the temporary resignation of the Ministry. But with goodwill on both sides, the differences were soon composed and the Ministry returned to office. By the 19th March, 1938, all political prisoners were released and subsequently 3 other persons not previously classed as political prisoners were also released.

The political literature proscribed by previous Governments was put to a careful examination and the ban was removed from 92 books and publications. No newspaper was now working under security and there was no ban on any association.

Government took an early opportunity of making it clear to the public and to all officers of Government that previous participation in political activities so long as they did not involve violence would no longer be a bar to appointment in Government service. The question of reinstating in service those who resigned or were discharged on political grounds during the civil disobedience movement was also under examination.

Three important committees were set up: one to enquire into the extent of corruption in the public services in the province and to ascertain its causes and to suggest suitable and effective remedies; another to enquire into the present administration of the Santal Parganas and to suggest such changes and improvements in it as would conduce to the well-being of the inhabitants and the third to examine the question of separation of executive and judicial functions and to frame a practical scheme for the purpose.

Section 8 of the Bengal Regulation XI of 1806 which enabled transport to be impressed for officers and travellers was repealed.

The Ministry, though being in an absolute majority in the Legislature, tried to work in the spirit of democratic theory so far as the opposition and opposite points of view were concerned by deciding questions at issue by discussion and compromise. Even in the matter of tenancy reform, they tried to give full consideration to the landlords' point of view and to bring about an equitable adjustment between the two interests, doing justice to both.

The policy of the Ministry towards the minorities was one of assuring them complete protection of their rights and interests and this policy was reiterated in the various speeches of the Hon'ble the Prime Minister. Special attention was paid to the various needs of the Mussalmans and other minorities. In the case of the Mussalmans, their public wakfs were allowed to be exempted from agricultural income-tax, while in the case of the Christians, they were given exemption for the use of wine for religious purposes under the prohibition legislation.

Kisan And Other Political Movements.

The Kisan Sabha, the main plank in whose programme is the abolition of the zamindari system, continued vigorous propaganda, which tended more and more towards extremism. Early in the year trouble occurred in South Bihar, when harvested or standing crops were looted, while during the cultivating season, attempts, resulting in riots accompanied in some cases by murder, were made to take forcible possession of bakasht lands (lands which passed into the possession of landlords in lieu of arrears of rent). The storm centres were the district of Gaya, the Tal area of the Monghyr district and the adjoining tracts of the Patna district. The differences between the Congress and the Kisan Sabha grew and, towards the close of the year, the Congress committees of Saran and Monghyr opposed projected visits by Swami Sahajanand, the Kisan leader, to these districts. Their decision was later approved by the Provincial Congress Working Committee and ratified by the All-India Congress Committee.

The Kisan Sabha directed its main attack against the tenancy legislation passed by the Ministry on the basis of an agreement arrived at between the zamindars and the Congress representing the Kisans.

By common consent the mass of tenancy legislation enacted by the Ministry was a great step forward in remedying immediate grievances of the peasants and affording them substantial relief.

There was a conflict of ideals between the orthodox section of the Congress and the Kisan Sabha votaries who, it was alleged, preached abolition of property and class war and used the name of the Congress for that purpose and the breach between the two became more pronounced. The propaganda carried on by the Kisan Sabha was disapproved by the Working Committee of the Bihar Provincial Congress Committee which was compelled to adopt the following resolution:

"In the opinion of this Committee the kind of propaganda that is being carried on in this province has been responsible for producing a poisonous atmosphere and attacks are being made on the principle of "Ahimsa" which is the cherished creed of the Congress. An atmosphere is developing in certain parts of the province which, it is apprehended, is likely to do much harm to the country and put obstacle in the way of the country's march towards freedom. The Committee, therefore, considers it necessary and proper to enjoin all Congress workers and those sympathising with it to keep themselves aloof from such activities and

in accordance with the Congress policy, to fight those who may be found indulging in them. In view of the fact that the Committee has before it enough material to prove that many a worker of the Kisan Sabha is engaged in such activities and in public meetings organised under the auspices of the Kisan Sabha statements are being made as a result of which the situation is growing from bad to worse, and there is a likelihood of the Congress being hampered, this Committee impresses on such Congress members as are working in the Kisan Sabha that not only their activities but also their passive association with them is improper, and directs the District Congress Committees to keep an eye on these activities of its workers and report them to the Provincial Congress Committee."

From the last quarter of the year, political activity among the Muslim community became marked and there was considerable propaganda in favour of the Muslim League, whose leader Mr. M. A. Jinnah visited Patna in October, 1937. With the exception of the Independent Party, whose attitude was doubtful, other Muslim Parties in Bihar joined the League. The League propagandists were assiduous in their condemnation of the Congress Ministry.

Bengali-Bihari Controversy.

A good deal of controversy raged round the circular issued by Government to adjust the claims of different castes and communities in the services according to their percentage in the services and in the population. The circular made it clear that it was not the intention of Government that the appointment of Bengalis or of any other class should be stopped, nor that the efficiency of the services should be lowered in order to secure representation of particular communities. It was, however, challenged by the Bengali domiciled community contending that it was untenable in law as it militated against the provision of section 298 of the Government of India Act which laid down that " no subject of His Majesty domiciled in India shall on grounds only of religion, place of birth, descent, colour or any of them be ineligible for office under the Crown in India ". It was pointed out by the spokesmen of the Ministry that no Provincial Government would be expected under any Statute to throw open the gates of the province to outsiders for the purpose of Government appointments and as such the Provincial Government were fully competent to make rules to regulate recruitment to the Public services in the province. The controversy was ultimately taken

to the forum of the Working Committee of All-India Congress which appointed Dr. Rajendra Prasad to deal with the question and to submit a report to the Committee.

Communal Relations.

The province was not free from communal trouble and every major religious festival became a signal for some kind of trouble or other. There was a riot in the Godda subdivision of the Santal Parganas in connection with Holi where the Muslims, who had assembled to resist the passage of a Holi procession, attacked the police and the Hindu villagers. This was followed by a serious riot at Bhui, a village in the interior of the Patna district. An agreement had been reached before the Subdivisional Officer that the members of a Sankirtan procession would refrain from music or cries while passing for a distance of some 35 paces in front of the village mosque. The Subdivisional Officer and a force of police remained to see that order was maintained but the processionists violated their promise and burst into loud cries while passing through the zone of silence. This caused a small body of Muslims to attack the Hindus and while the police were dealing with the situation certain Hindus entered a house, murdered two Muslim women and wounded a third. The situation was brought under control and a strong police force was left in the village. A week later a chance quarrel at a mela in Deo in the Gaya district led to widespread looting of Muslim stalls in the mela and some 60 Muslims received injuries. This caused the mela to break up and as parties of Hindus were passing through Aurangabad, some 9 miles from Deo, they were assaulted in the bazar by local Muslims and the latter attacked several shops before order could be restored. Instances of communal friction occurred at the same time in various other parts of the Aurangabad subdivision and feelings reached the danger point over a wide area. But, fortunately, through the intervention of the interim Premier, Mr. M. Yunus, outstanding communal differences at Aurangabad were composed and a settlement was arrived at between the communities. After some lull communal trouble again made its appearance in the shape of a riot on the 25th July, 1937, at Madanpur, which is near the Deo-Aurangabad area where serious communal rioting took place in the early summer. The riot did not appear to have been primarily due to communal reasons. During the latter part of the year communal troubles subsided to a certain degree except for a riot at village Khairati, police-station Darauli in the Saran district. The trouble appeared to have been due to strained feelings on

both sides and both parties appeared to have shared in the responsibility for it. Several houses were burnt but it was not ascertained whether this was done by the Hindus or Muslims.

Labour.

The year continued to be characterised by general restlessness in the labour world. This was due to the expectations raised by the emergence of political leaders among the labouring classes and the failure of certain industrial concerns to deal with grievances even when genuine. There were 11 strikes as against 5 in the previous year. One of the first strikes to occur was at the works of the Indian Copper Corporation, Limited, at Maubhandar in Singhbhum. The lead was taken by certain Punjabis and the whole staff, excepting those in the power-house, came out demanding an increase in wages and other facilities. Orders under section 144, Criminal Procedure Code, had to be promulgated to prevent meetings and the carrying of weapons and one mob had to be dispersed by the police and a number of the Punjabi ring-leaders arrested. This action was followed by a meeting between representatives of the strikers and the Manager, whose terms were accepted by the strikers. Another strike was at the Tata Iron Foundry, Jamshedpur. On the day the strike commenced only 28 persons were involved but later on the number of strikers rose to 1,200. It apparently originated in measures taken by the management to deal with unsatisfactory output. As a result of mediation by the Deputy Commissioner of Singhbhum, an amicable settlement was arrived at. This was immediately succeeded by a strike at the Indian Steel and Wire Products, Limited, Jamshedpur, over the question of bonus. Attempts at settlement proved unsuccessful. The management refused to come to terms and by recruiting unskilled hands resumed work by the end of January, 1938. Picketing, however, continued until March, 1938, in a half-hearted way. The strike ultimately ended unsuccessfully, many of the workers having resumed work quietly. The strikes at the Coke Ovens of the Tata Iron and Steel Company, Jamshedpur, the Chandil Lac Factories, Manbhum, the Kustore Colliery, Dhanbad, Manbhum, Kumardhubi Works of Messrs. Bird and Company, Manbhum, the Dalmia Paper Mills at Dehri and the Portland Cement Factory at Japla were short ones and were amicably settled.

Efforts were made by Government to improve the lot of both industrial and agricultural labour. A Committee was appointed by Government to investigate the condition of industrial labour and

to make recommendations for the purpose of improving their level of wages, conditions of work, employment, etc. A Labour Assistant was appointed to investigate the conditions of labour and assist the Ministry in tackling labour problems arising from time to time. Considerable progress was made in the settlement of important labour disputes and three such, namely, at the Indian Copper Corporation, Mosabani, the Tinplate Works, Golmuri, and Tatanagar Iron Foundary were satisfactorily settled by the Conciliation Board appointed by Government.

The Press.

The Press functioned throughout the year without any restrictions. No action was taken against any paper and there was no restraint upon comment. While this was appreciated by the Press generally, there was a tendency in some quarters to abuse the freedom of the Press. As before, the *Searchlight* and the *Indian Nation* were the two most important English dailies. The *Searchlight*, as the leading Congress daily, continued to support the Congress Government, while the *Indian Nation* identified itself generally with the opposition in the Legislature though not by any means always critical of the Government or their measures. Of the English weeklies, the *Sentinel* of Ranchi and the *Bihar Herald* of Patna (converted from bi-weekly into weekly) continued to hold a field. The latter, a well got-up journal, concentrated mainly on the heated controversy over the Bengali-Bihari question, representing the Bengali side of the case. Of the Hindi newspapers, the *Navashakti* and the *Yogi* continued to be pro-Government while the *Janta* was hyper-critical of Government and launched an intensive attack against the land policy of Government and supported the extreme socialist and the Kisan Sabhaite views. Of the Urdu journals of importance, the *Ittehad* remained anti-Congress, while the *Muslim*, a pro-Congress journal, ceased publication during the year owing to the death of its editor. The Muslim League started their own paper, the *Muslim League*, an Urdu bi-weekly.

Provincial matters, all-India political issues and international affairs were discussed freely in the Press. Among the domestic questions discussed were the constitutional crisis over the release of the political prisoners, the Bengali-Bihari controversy, the agitation for the separation of Chota Nagpur from Bihar, the tenancy legislation, the Congress-Zamindar agreement, prohibition, the mass literacy campaign, the rehabilitation of the co-operative movement, the electric grid scheme, the relations between the

police and the public, the agrarian and the communal situation, the breach between the Congress and the Kisan Sabha and the proposed acquisition of the zamindari estates by Government, while of the all-India issues the Ministerial crisis in the Central Provinces, the question of appointment of acting Governor for Orissa, the Gandhi-Viceroy interview, the Gandhi-Jinnah unity talks, the Congress attitude towards Federation, the Army Recruitment Bill, the Congress Premiers' conference and the Muslim League politics received special attention. Interest was also evinced in international affairs. The resignations of the Congress Ministries in Bihar and United Provinces over the release of political prisoners were featured in the Press and the action of the Ministries in the two provinces was generally supported. Except for two minor prosecutions for technical offences no action was taken under the Press Act.

Their Majesties' Coronation.

The Coronation of their Majesties was celebrated throughout the province with great enthusiasm. The Congress leaders absented themselves from the function without any active opposition.

Floods.

The province escaped lightly this year in the matter of floods. North Bihar was unusually free from floods. In fact, there was less flooding than in any year since the earthquake. Owing to the late break of the rains there were no early floods and the first flood came at the beginning of August. This was due to a simultaneous rise in the Ganges and the Gogra and it affected the diara areas of Siwan and Sadr subdivisions of Saran, the Raghopur diara in Muzaffarpur and Mohiuddin Nagar thana in Darbhanga. The flood lasted for about ten days and caused very little serious damage. There was some apprehension in the Saran district owing to the fact that Government had not been able to permit the repair of the embankment along the Darauli-Guthni roads which in the previous years furnished a protection against the Gogra floods. Fortunately, the flood was not high this year and the repairs done to the Daha Nala embankments withstood the floods and prevented them from spreading to north-east. The flooding in the diara tracts of Saran, Muzaffarpur and Darbhanga was entirely normal. There was little damage to village sites and the cattle were removed in time. The *china* catch-crop was destroyed and the *bhadai* crop was almost completely destroyed but these are not the main crops in this area, which depends chiefly on the *rabi* crop.

In the middle of August a rather severe local flood took place in the Kamla and the Tiljuga rivers in Darbhanga which lasted from about 11th to the 21st of the month. The Madhubani flood was unusually high and a considerable scare was created in the newspapers by grossly exaggerated reports. Actually the flooding was limited to a small area of about 15 square miles containing a population of 15,000 people. About eight villages were severely inundated. There was no loss of life or cattle and the damage to crops subsequently turned out to be not more than one-fourth of the expected outturn. Relief arrangements were prompt and sufficient.

The simultaneous flood in the Tiljuga affected the eastern parts of the Madhepur thana and about 259 houses in low-lying villages were damaged. The flood covered an area of about 40 square miles. The damage to *bhadai* crop amounted to one-fifth of the expected outturn.

The second main flood occurred at the end of August and the beginning of September and again affected mainly the riparian tracts along the Gogra and the Ganges. This was more severe in the Saran district but did not do so much damage in Muzaffarpur and Darbhanga. The flood invaded 124 villages in the Siwan subdivision but was kept out of the Sadr subdivision by the arrangements made to preserve the Daha embankments.

Certain areas in the South Bihar districts, namely, Shahabad, Patna, Gaya, Bhagalpur and Monghyr were also affected by flood. The flood in Patna was due to the almost simultaneous rise of the Sone, the Ganges, the Poonpoon and the Batane. Luckily the rise did not continue long, and the floods in the district did not assume any significant dimensions. Gaya and Shahabad were also partially affected by floods. In the Bhagalpur district, there were floods in Supaul and Madhipura subdivisions, while in Monghyr a portion of the Sadr and Begusarai subdivisions was affected by the floods. There was no loss of human life or cattle, barring the loss of a number of lives in two cases of private boat accidents.

In all parts of the province in which flood occurred all possible steps were taken to warn the people of the impending danger, to rescue them promptly and to give them immediate relief in the shape of shelter, food and fodder. A total of Rs. 70,738 was spent for flood relief in addition to Rs. 25,000 which was sanctioned for purchase of boats and rescue work. Takavi loans to the extent of Rs. 1,65,169 were distributed, a major portion of which was spent on flood relief.

Economic Situation.

There was no appreciable change in the material condition of the people though in parts of the Bhagalpur division, it deteriorated on account of heavy floods in the north Gangetic and the Kosi areas. Rainfall was scanty and irregular in the beginning of the monsoon but the Hathia rains were good. Sugarcane was grown on a smaller scale than last year. The entire output was consumed productively on a higher minimum price to the growers' benefit. The price of lac continued to be low, affecting the material condition of the people. Parts of the Sadr and Siwan subdivisions of Saran and of Muzaffarpur, Darbhanga, Bhagalpur and Monghyr were again affected by floods. In Darbhanga owing to heavy rainfall, the paddy crops of the low-lying tracts of Samástipur and Madhubani subdivisions and the *bhadai* crops of the Ganges diara lands were destroyed. Relief in the shape of takavi loans and free grants was given to purchase seeds and reconstruct houses.

There was no marked change in the wages of labourers. Landless labourers in Tirhut continued to be employed on earthquake reconstruction work on roads and buildings. In the Santal Parganas the labouring classes had plenty of work in the stone quarries, sabai baris, mills and collieries. Making of roads and sinking of wells out of the Rural Development grant provided employment to a number of labourers. In Hazaribagh there was an abnormal increase in the demand for labour in the mica area, the result being a marked increase in wages and a shortage of supply of labour for agricultural and domestic purposes. Supply was deficient in private collieries which led to considerable competition among owners for labour. The shortage was due to the prohibition of employment of women inside the mines as the men did not generally like to go there leaving their wives and children alone in the villages.

There was only one emigrant from Hazaribagh against 71 in the last year. In Ranchi, the number rose from 7,838 adults with 3,633 dependants in the previous year to 10,502 adults with 4,517 dependants and in Palamau, from 726 adults with 453 dependants to 1,170 adults with 490 dependants. The increase in both the districts is ascribed to fluctuations of the labour market. In the Santal Parganas 444 emigrated against 420 in the preceding year.

Administration.

His Excellency Sir Maurice Garnier Hallett, K.C.S.I., C.I.E., I.C.S., continued to hold office as Governor of the Province throughout the year.

Following the resignation of the *ad interim* Ministry on the 19th July, 1937, His Excellency, acting in his discretion, appointed a new Council of Ministers with effect from the 20th July, consisting of the following :—(1) The Hon'ble Mr. Sri Krishna Sinha, M.L.A., Prime Minister for Home Affairs, Revenue, Judicial and Jails, (2) The Hon'ble Mr. Anugrah Narayan Sinha, M.L.A., Minister for Finance, Commerce, Local Self-Government, Medical, Public Works and Irrigation, (3) The Hon'ble Mr. Jaglal Chaudhuri, M.L.A., Public Health and Excise and (4) The Hon'ble Dr. Saiyid Mahmud, M.L.A., Bar-at-Law, Minister for Education and Development.

To relieve the Hon'ble Ministers in the discharge of their parliamentary duties in the Legislature, His Excellency the Governor also appointed with effect from the 27th September, 1937, the following members of the Bihar Legislative Assembly as Parliamentary Secretaries to the Hon'ble Ministers :—

(1) Mr. Krishna Ballabh Sahay, M.L.A., Political, Appointment and Revenue Departments, (2) Mr. Shiva Nandan Prashad Mandal, M.L.A., Judicial and Jails Departments, (3) Pandit Binodanand Jha, M.L.A., Local Self-Government, Medical and Public Health Departments, (4) Mr. Jagat Narain Lal, M.L.A., Finance and Commerce Departments, (5) Mr. Jagjivan Ram, M.L.A., Development Department, (6) Mr. Sarangdhar Sinha, M.L.A., Education Department, (7) Mr. Sayeedul Haque, M.L.A., Excise Department and (8) Mr. Jimut Bahan Sen, M.L.A., Public Works and Irrigation Departments.

At the High Court, the Hon'ble Sir Courtney Terrell, Kt., continued to hold charge of the office of the Hon'ble the Chief Justice.

Two temporary judgeships were created in the Patna High Court—one for the period from the 20th September 1937 to the 27th September 1938 and the other for the period from the 20th November 1937 to the commencement of the long vacation in 1939. Mr. Justice Manohar Lal was appointed to act as an Additional Judge of the Patna High Court in the former vacancy and Mr. Justice Subodh Chandra Chatterji was appointed in the latter vacancy.

Public Service Commission.

The Government of Bihar jointly with the Governments of Orissa and the Central Provinces and Berar constituted a Public Service Commission under section 264(2) of the Government of India Act, with effect from the 1st April, 1937, for conducting

recruitment to the various Provincial and some of the Subordinate services under the control of the respective Governments concerned. The Commission consisted of three members who were appointed by the three Governors acting in their discretion under section 265(1) of the Government of India Act. His Excellency the Governor of Bihar appointed Mr. G. E. Fawcus, M.A., C.I.E., O.B.E., I.E.S., V.D. (retired Director of Public Instruction, Bihar), as the member from Bihar and he assumed charge of his office with effect from the 22nd April, 1937. He was also appointed as the Chairman of the Commission since the nomination of the first Chairman rested with the Gover or of Bihar in terms of the agreement drawn between the three contracting provinces. The Governors of Orissa and the Central Provinces and Berar appointed Khan Bahadur M. Hamid, B.A. (a retired member of the Orissa Provincial Executive Service) and Rao Bahadur G. H. Gokhale, B.A., LL.B. (a retired member of the Central Provinces Judicial Service), respectively, as members to serve on the Commission on behalf of their respective provinces and they assumed charge of their office with effect from the 5th and 3rd May, 1937, respectively.

CHAPTER II.

Finance.

General.

In the realm of finance the first year of Provincial Autonomy had to contend with its own peculiar difficulties. Ordinarily, the scheme of expenditure sponsored by the Government and embodied in their budget estimates is presented to the Legislature in advance of the commencement of the new year, and the spending authority has before him, at its very start, a well-defined programme to which he has to conform, barring vicissitudes, in incurring expenditure. The *ad interim* Ministry which was installed on the 1st April, 1937, had no approved budget ready to its hand, and the necessary fuel for keeping the machinery of Government going had to be supplied by His Excellency the Governor in the shape of ' Grants on Account ' under his discretionary power. The Ministry had, therefore, to set its shoulders to the task of framing a budget but before it could pilot it through the Legislature, it had to give place to a new Ministry, representing the majority party in the Assembly. As, however, the life of the ' Grants on Account ' was limited to a period of six months from the date of commencement of Part III of the Government of India Act, 1935, the Ministry had no time to prepare a new budget giving concrete expression to the economic and social schemes to which it stood pledged. It had, therefore, to adopt the budget prepared by its predecessor with a few changes, hoping to find money for some of its proposals by re-appropriations within the sanctioned grant or by obtaining supplementary grants from the Legislature.

Budget For 1937-38.

The first budget, under Provincial Autonomy, for 1937-38 was presented to the Assembly in August 1937 by the Hon'ble Mr. Anugrah Narayan Sinha, Finance Minister. The budget estimates framed by him provided for a revenue deficit of Rs. 8,19,000. Actually, however, there was a surplus of Rs. 7,96,000. The conversion of an anticipated deficit into a revised surplus was rendered possible in part by an improvement in revenue, and in part by a decrease in expenditure. Revenue receipts (Rs. 5,03,27,000) were better than the budget forecast by Rs. 8,12,000, an improvement wholly due to a windfall (Rs. 12,50,000) from income-tax receipts assignable to the provinces under the provisions of section 138(1) of the Government of India Act, 1935. Expenditure met out of revenue

amounted to Rs. 4,95,31,000 against Rs. 5,03,34,000 in the budget, General Administration, Education, Public Health and Civil Works being mainly responsible for the decrease.

As in past years, Land Revenue, Provincial Excise and Stamps constitute the mainstay of the Provincial resources. Together, they accounted for more than 70 per cent of the total Provincial revenue. Land Revenue has the largest yield of any single tax, and contributed Rs. 1,36,78,000 during the year, but revenue from this head is not expansive owing to the permanent settlement obtaining in a major portion of the province, and the actual yield is, to a certain extent, a gamble in rains. Next in importance in the scheme of taxation is the Provincial Excise with an yield of Rs. 1,21,99,000 but this is likely to undergo progressive shrinkage with the gradual enforcement of the policy of Prohibition to which the new Government is pledged.

With the advent of Provincial Autonomy three fresh streams of revenue have begun to flow into the provincial exchequer, namely, (1) a share of taxes on income, (2) an increase in the share of the Jute Export Duty payable to provinces, and (3) certain interest receipts. The assignment of a share of " Taxes on Income " which is assessed and collected by the Central Government is the main method of assisting the Provincial finances contemplated by the Government of India Act, 1935. The amount distributable to the provinces during the first quinquennium commencing from the introduction of Provincial Autonomy is dependent on the size of the receipts from this source entering into the divisible pool and the extent to which Railways can achieve a surplus. The revenue from Customs represents the share of the Jute Export Duty payable to the provinces. As a result of the Niemeyer recommendations the share assigned to the jute-producing provinces was raised from 50 to 62½ per cent, and this increase is answerable for the betterment of about Rs. 2,18,000 under Customs as compared with the previous year. Owing to the cancellation of the permanent debt of the province as a part of the financial settlement between the Centre and the Provinces consequent on the inauguration of Provincial Autonomy, the interest on the capital borrowed for the construction of Irrigation works amounting roughly to Rs. 11,44,000, which used to be paid to the Government of India, is now credited as an item of Provincial revenue on the receipt side by a corresponding debit to Provincial revenues on the expenditure side.

On the expenditure side, the main spending departments are those grouped under section ' Civil Administration ' which during

the year appropriated to themselves a substantial chunk (about 67 per cent) of the aggregate expenditure. Broadly speaking, these departments fall into two main divisions, one associated with the inherent and protective functions of Government like General Administration, Police, Justice and Jails and the other known comprehensively as ' social services ' within whose boundaries are included such diverse heads as Education, Medical, Public Health, Agriculture, Co-operative and Industries. The former group cost Rs. 2,01,48,000 (40 per cent of the total expenditure) and the latter Rs. 1,33,08,000 (27 per cent of the total expenditure). The extra burden on the Provincial revenues which can be definitely isolated as due to the new constitution—cost of the Governor's Secretariat and the Public Service Commission and expenditure consequent on the enlargement of the Legislature and the payment to the members—is not, on the balance, likely to be very much in excess of Rs. 2,00,000 in a full year. This, however, is exclusive of the non-recurring expenditure necessitated by the additions to the Council Chamber at Patna amounting roughly to Rs. 4,12,000. Next in importance are the ' Civil Works ' (Rs. 47,18,000) and the Miscellaneous groups (Rs. 52,95,000) which between themselves claim Rs. 1,00,13,000. About a fifth of the sum under ' Civil Works ' was distributed as ' grants-in-aid ' to local bodies. The chief ingredient of the latter group is pension payments. Pension claims are on the increase and the peak has not yet been reached. They have risen from Rs. 35,10,000 in 1936-37 to Rs. 39,15,000 during the year. The only other important item of expenditure is that set against Debt Services, representing mainly the interest payable on the Provident Fund deposits, a fresh liability which has devolved on the Provincial Government under the scheme for the decentralisation of balances and cancellation of the debt owed by them to the Central Government.

It was estimated that the province would have at the close of the year a closing balance of Rs. 87,04,000 of which Rs. 13,18,000 would be ordinary balance, excluding Rs. 11,00,000 as normal treasury balance, and Rs. 10,00,000 as minimum balance with the Reserve Bank available for all expenditure of the Provincial Government and the remainder earmarked balances. The province had a balance and no debt. This is satisfactory looked at from a purely conservative financial point of view, but this has been made possible because the standard of expenditure has been kept at a very low level over a number of years.

New Schemes.

Only Rs. 7½ lakhs was available for new schemes properly so called and the Government made the best possible use of the available funds. Of this over Rs. 3 lakhs was given by way of assistance to district boards for such essential rural services as water-supply, drainage and sewerage and to help to deal with malaria epidemic and for medical relief and equipment. Education, Agriculture, Veterinary and Industries absorbed another lakh and new schemes under these included increased provision for scholarships for industrial education and the Industrial Information Bureau to deal with the problem of middle class unemployment, provision to improve the educational facilities for the Harijans and provision for emergency flood relief in North Bihar.

Earthquake Expenditure.

The expenditure in connection with earthquake reconstruction falls into two classes. The first is the expenditure on the reconstruction of Government buildings and the other is in connection with the reconstruction of the property of local bodies, hospitals, schools, etc. Under the former class, provision was made in the budget for a total expenditure of Rs. 14,02,000, while under the latter, out of the sum received from the Government of India, the Provincial Government decided to set aside Rs. 1½ crores for these purposes which was considered sufficient. Out of this sum, Rs. 1,06,00,000 was allotted up to the end of 1936-37 and it was anticipated that Rs. 42 lakhs would be allotted in 1937-38 and the balance of Rs. 2 lakhs in subsequent years. It was hoped that at the end of the year, the process of earthquake reconstruction of Government buildings would be nearly complete—the total cost on these would then have been Rs. 1,19,92,000 of which Rs. 51,48,000 was met from the fund set aside by the Government of India, Rs. 35,97,000 by borrowing from the Government of India (the outstanding balance of which has, however, been cancelled as part of the Niemeyer proposals) and Rs. 32,47,000 by drawing on Provincial balances.

Supplementary Grants.

The new Government financed some of their important social welfare schemes by means of supplementary grants and appropriations during the year. Two supplementary schedules of authorised expenditure were authenticated by His Excellency the Governor during the year, one for Rs. 3,86,036 in December 1937 and the other for Rs. 7,76,214 in March 1938. The first consisted of eleven supplementary grants; the second of twenty-one supplementary

grants aggregating Rs. 6,43,499 and eleven supplementary appropriations amounting to Rs. 1,32,715 required to meet the expenditure charged on the revenues of the province. The supplementary grants voted by the Legislature and the supplementary charged appropriations thus amounted to Rs. 10,29,535 and Rs. 1,32,715 respectively.

Quest For New Sources of Revenue.

A popular Government pledged to strengthen the people's life in several important directions could not rest content with the static state of the province's finances coming as a legacy from the past. They, therefore, started exploring the possibilities of augmenting the revenues of the province either by fresh taxation measures or by retrenchments in expenditure. They being committed to introduce prohibition in stages, it was obviously necessary to see that the losses arising thereby were made good in other ways. Apart from this, it is well known that the existing sources of revenue are so inadequate that very little is left after meeting the lowest requirements in the way of expenditure to which Government are committed. More money is essential if the activities of the nation-building departments are to be enlarged and the condition of the rural masses improved.

Of the taxation measures enacted by Government, the most important was the Bihar Agricultural Income-Tax Act. Next in importance were the Bihar Stamp (Amendment) Act and the Bihar Entertainments Duty Act. Taxes on agricultural incomes and duty on entertainments and on stamps are all items included in the Provincial Legislative List of the Government of India Act. Government saw no reason why those who derived large or relatively large incomes from agriculture should not pay tax on those incomes or why those who spent money over entertainments should not contribute something towards the revenues of the State. The taxes which have been imposed by these measures will affect only those who are able to pay them and will not touch the poorer classes. Under the Agricultural Income-Tax Act petty landlords and the smaller cultivators have been exempted from the payment of the tax, income below rupees five thousand having been exempted from the tax. The general principles in assessment of this tax follow what is done in the case of assessment of non-agricultural income under the Indian Income-Tax Act, a graduated scale having been fixed in which the rate of tax per rupee of the taxable income increases with the increase in such income. The total income from this tax was originally

expected to be about forty lakhs of rupees but has, after actual working of the Act, been found to be considerably less. The Bihar Stamp (Amendment) Act enhanced the rate of stamp duty on certain instruments, etc., so as to bring in an increased annual revenue of Rs. 3½ lakhs. The Bihar Entertainments Duty Act empowers the levy of a tax on all payments received for admission to places of public entertainment. The principle of taxing what are after all luxuries has been established and an annual income of about Rs. 30,000 is expected from this source.

Retrenchment.

Considerations of economy in expenditure on the permanent services of the administration so as to release funds and make them available for the beneficent activities of Government have been constantly before Government since they assumed office, and in order to explore all avenues of economy and retrenchment by the reorganisation of services, the fixing, wherever possible, of new scales of pay and allowances and the restrictions of expenditure on comparatively less useful activities or otherwise, Government appointed a Retrenchment Committee under the chairmanship of the Hon'ble Mr. Anugrah Narayan Sinha, Finance Minister. The Committee has now submitted its first report and the various departments of Government are examining the recommendations made. Government had already sanctioned and enforced certain reduction in the rates of travelling allowances of the officers which were expected to result in an economy of about one lakh of rupees annually. In pursuance of their policy of avoiding expenditure on brick and mortar, Government practically stopped all expenditure on new building projects and also reduced the provision for minor works projects to about a fifth of the normal provision.

Along with reduction in expenditure where possible, the need for allotting more funds for the amelioration of conditions in the rural areas was prominently kept in mind. Funds on a very liberal scale were allotted to deal with the acute malarial problem in Muzaffarpur, and other districts were also given special grants for anti-malarial measures. Funds were provided for various nation-building activities of other departments. Provision for rural water-supply was made on a much larger scale and steps taken to improve the progress of work of rural reconstruction financed from the grants of the Government of India. A sum of Rs. 80,000 from this source was placed at the disposal of the Hon'ble Minister in charge of Development for expenditure

on village welfare schemes. The importance of repairs to *ahars* and *payens* and of *bandhs* for flood protection had been recognised and expenditure on these allowed as a charge on the rural development grants.

Rural Electrification Scheme.

The most important scheme under the consideration of Government in the Finance Department was of rural electrification through a grid system. The scheme is expected to achieve the object of supplying cheap electricity to rural areas for domestic, agricultural and industrial purposes. As a preliminary step, distribution of current for water-supply and domestic purposes in Sasaram as also for tube-well irrigation through current purchased in bulk from the Rohtas Industries was being worked out and almost completed. Similarly, another scheme was being worked out for tube-well irrigation in the Bihar subdivision. Current will be generated in the latter case by oil-engines for the time being, the purpose being to gauge the extent to which tube-well irrigation is likely to be taken advantage of by the cultivators pending completion of the general scheme.

Budget For 1938-39.

Judged from the Gladstonian standard that " budgets are not merely affairs of arithmetic but in a thousand ways go to the root of the prosperity of individuals, the relation of classes and the strength of the people ", the Bihar budget for 1938-39 presented to the Assembly by the Hon'ble Mr. Anugrah Narayan Sinha, Finance Minister, in March, 1938 was the real people's budget. All the available funds were devoted to the carrying out of the Government's forward and intensive policy of development and reconstruction. Not given the riches of her neighbours, Bihar has very limited financial resources though committed to cater for the needs of a big and growing population. The speech delivered by the Finance Minister in introducing the Budget reviewed the nation-building activities of Government and the future programme of development. Reference was made to the various schemes of relief which had been undertaken or were contemplated by the popular ministry. Important measures for bettering the condition of the rural masses included tenancy and agrarian reform, legislation to deal with rural indebtedness, regulation and rationalisation of the sugar industry, expansion of the activities of the Agricultural Department and a comprehensive scheme of rural development.

As for the actual budgetary position, the Finance Minister observed that the budget was a surplus one. Taking on the credit

side the Rs. 7 lakhs representing the excess of loans recovered over loans advanced (which under the Niemeyer Award was treated as equivalent to a grant-in-aid to the province) the total sum available for expenditure was Rs. 505½ lakhs. The Expenditure charged to Revenue was Rs. 494 lakhs.. To this was to be added Rs. 8 lakhs earmarked as a reserve for financing of new schemes under preparation but which were not ready at the time of presentation of the budget. It was proposed to finance them through supplementary demands during the year 1938-39. The Revenue surplus was thus about Rs. 3 lakhs.

Features Of The Budget. The noticeable features of the budget were as follows :—

1. *Revenue.*—Under ' Taxes on Income ' provision was made for a receipt of Rs. 12,80,000 from the Government of India as the province's share of income-tax and Rs. 5 lakhs from the Agricultural Income-Tax, the Bill in connection with which was still before the Assembly but was expected to be passed so as to make some collections possible in the latter part of 1938-39. An increased provision of Rs. 3 lakhs was made under ' Stamps ' accounting for the extra revenue expected from the passing of the Stamp (Amendment) Act at the previous session of the Assembly. Similarly, as a result of the enforcement of the Bihar Entertainments Duty Act, Rs. 30,000 was provided under ' Other taxes and duties '.

The provision under ' Excise ' was kept down by Rs. 17 lakhs of which Rs. 10 lakhs was earmarked for loss of revenue due to prohibition measures proposed to be undertaken in selected areas and closure of some liquor shops situated in objectionable areas. The remaining fall of Rs. 7 lakhs was anticipated as a normal loss resulting from temperance propaganda, etc., etc.

Similarly a reduction of Rs. 2 lakhs was made in the revenue head under ' Irrigation ' in anticipation of certain reductions contemplated in the canal rates which were to be effected in 1938-39.

Expenditure.—Expenditure had still to be kept down to what was practically an impossibly low figure in order to balance the budget. Major retrenchments were hardly possible as the rate of expenditure in general was already very low. Only certain minor retrenchments could, therefore, be made.

Reserve earmarked for new schemes.—The earmarked reserve of Rs. 8 lakhs to which reference has already been made was

intended to finance schemes still under preparation connected with rural development, improved irrigation facilities, tackling of the acute malarial problem in Muzaffarpur, enquiries in connection with the mineral resources of the province and of the possibility of a scheme of electrification in the rural areas, and the reorganisation of jail industries.

New schemes.—The provision for new schemes actually included in the budget amounted to Rs. 1½ lakhs recurring and Rs. 28 lakhs non-recurring of which Rs. 18 lakhs were intended to be spent in 1938-39. A large share of the non-recurring items amounting to an ultimate cost of Rs. 19 lakhs was for expenditure on road projects financed from the Central Road Fund by the Government of India. The rest included Rs. 1,25,000 for grants to district boards for rural water-supply, an increased provision of Rs. 19,450 for special scholarships to Harijans, Rs. 10,000 for scholarships to Momins and Rs. 3,420 for aboriginals. Rs. 44,000 was provided for improvement and equipment of hospitals and dispensaries, Rs. 20,000 for medical relief in rural areas and the same amount as contribution to local bodies for water-supply, drainage and sewerage projects. Funds were also provided for ameliorative schemes like resuscitation of the existing village industries and establishing new ones, improvement of the standard of agricultural farming and for prevention of epidemics.

"Little money and much to do" was the problem before the popular Government, and, in spite of the financial limitations, they were determined to do their best for the people and had in fact done as much as possible within the limited financial resources at their disposal. The Finance Minister, therefore, rightly hinted that situated as they were, it seemed that there was no way out for them except to plan some big measure for raising large sums which could be immediately available for the various purposes in view.

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CHAPTER III

The Legislature

Provincial Autonomy.

The 1st April, 1937, witnessed the inauguration of Provincial Autonomy as envisaged in part III of the Government of India Act, 1935. The unicameral legislature of the old Government of India Act was replaced by a bicameral legislature, namely, the Legislative Assembly and the Legislative Council, under the new Constitution. The Legislative Assembly has a strength of 152 members chosen directly by the people voting in territorial and special constituencies in accordance with the extended franchise qualifications embodied in the fifth and the sixth schedules to the Government of India Act, 1935, the Government of India (Provincial Legislative Assemblies) Order, 1936, and the Provincial Electoral and Election Rules. The new Council as constituted is a permanent body and is not subject to dissolution as was the old unicameral Bihar Legislative Council. It consists of 30 members including the Hon'ble the President. Of these nine represent the general seats, four the Muhammadan seats, one European seat, 12 are elected by the Bihar Legislative Assembly and four have been chosen by His Excellency the Governor in his discretion.

Elections.

The Indian National Congress fought the elections on the basis of a detailed economic and political programme with a demand for a Constituent Assembly in the forefront and achieved remarkable success at the polls. As many as 97 (out of the 152 seats) went to the Congress Party. Out of 152 members of the Assembly there were only 30 who were members of the Legislature of the province which existed before the 1st April, 1937, at one stage or another.

The new elections brought to the poll nearly 1,367,184 voters. But the Congress Party's success did not at once bring its leaders face to face with the formation of a Ministry owing to the constitutional impasse that had been created over the question of office acceptance of which no solution was forthcoming on the 1st April, 1937, and the summoning of the new Legislature was postponed for about four months.

First Meeting Of The New Assembly.

On the 3rd July, 1937, a notification was issued by His Excellency the Governor summoning the Legislative Assembly on the 22nd July, 1937, in the old Council Chamber. Mr. (now Dr.) Sachchidananda Sinha who took his oath before His Excellency the Governor at Government House on the morning of the 22nd July was appointed under sub-section (3) of section 65 of the Government of India Act to perform the duties of the Speaker of the Assembly until a Speaker was elected. The members spent the whole of the 22nd July in taking the oath prescribed by section 67 of the Government of India Act. On the following day, i.e., 23rd July, the Assembly proceeded to elect a Speaker and a Deputy Speaker. Mr. Ramdayalu Sinha and Professor Abdul Bari were elected without any contest as the first Speaker and Deputy Speaker of the Assembly respectively. Before vacating the chair of acting Speaker Dr. Sinha delivered a long speech rapidly surveying the political changes since 1893 and dilating on the altered constitutional circumstances due to the introduction of Provincial Autonomy and the new powers and responsibilities under it.

When the Hon'ble Mr. Ramdayalu Sinha took the chair as the Speaker of the new Assembly, he received warm felicitations and glowing tributes from all sides of the House. In acknowledging the congratulations the new Speaker assured the House that he would discharge the onerous and responsible duties of the high office that devolved upon him always keeping before him the example set by the late Mr. V. J. Patel and expressed in the following words :—

" Anyone who aspires to fill this great office with any hope of success must lay aside all that is personal, all that is of party, all that savours of political predilection, and learn to subordinate everything to the great interests of the House as a whole. Not that it is possible for anyone to divest himself so completely of the influence of his political associations and the teachings of a lifetime. He may have his political opinions, he may retain them; he may have his prejudices; but in his general decisions and in his treatment of individual members no trace of them should find any place."

Demonstration Of Kisan And Khet Mazdoors.

On the 23rd of August, 1937, when the Assembly met for the first time after the election of the Speaker and the Deputy Speaker, there was a demonstration by *Kisans* in front of the Assembly Chamber due to which the meeting of the House was

delayed for an hour and a half. There was also another demonstration by *Khet Mazdoors* on the 15th December, 1937, but this time the processionists remained outside the compound of the Assembly and Council buildings and the business of the Legislature was not disturbed.

Sessions And Meetings.

During the period under review there were two complete sessions of the Assembly and the third session which commenced on the 5th March, 1938, continued up to the 23rd August, 1938. The first session which commenced on the 22nd July lasted till the 27th September and the second session which began on the 1st December ended on the 23rd December. A session in December is not likely to be an annual event but this time it was an indispensable necessity owing to the pending legislative measures designed to improve the lot of the peasants. The protracted third session was necessitated by the heavy legislative programme of Government.

The Assembly again met on the 5th March, about a month later than the usual winter session of the old Legislative Council, though it was expected that it would meet much earlier. The delay was due to the fact that a vital constitutional issue arose over the release of political prisoners, which resulted in the resignation of the Congress Ministry for the time being. But it was soon over, and on the opening day of the Assembly session the Prime Minister and his colleagues were warmly congratulated by the leaders of the different groups in the House on the amicable solution of the differences over the issue.

In all, there were 58 sittings of the Assembly, of which 27 days were devoted to the transaction of financial business, three to non-official business and the remainder to the disposal of official Bills and resolutions.

Questions.

The privilege of interpellation in order to gather information or to bring certain facts to the notice of Government or to act as a check on the day-to-day administration of the executive Government has been fully utilised by the members of the new Assembly. This is evident from the abnormally large number of questions, of which notices were given during the period under review. There were received notices of 1,860 questions during the year under report. Of these questions, 1,091 on a wide range of subjects were answered, 237 questions were disallowed as they contravened the rules of the Assembly, 8 lapsed, 85 were withdrawn and 109 remained pending at the close of the year. In addition, 1,579 supplementary questions were put and answered.

Resolutions.

Out of 832 resolutions of which notices were given, as many as 204 ranging over a wide field of social and political subjects were included in the agenda for discussion during the year under review. Ninety-three resolutions received from different members related substantially to the same subject. Only 12 resolutions, however, were actually moved of which eight were carried, three were withdrawn and one was rejected. Of the resolutions adopted four related to the appointment of Committees, namely :—

(1) Committee to enquire into the causes of the Bihta Railway Disaster and the extent of loss;

(2) Committee to enquire into the administration of the Santal Parganas;

(3) Committee to enquire into the living wage of labourers; and

(4) Committee to prepare a scheme for separation of judicial and executive functions.

Of the resolutions discussed by the Assembly during the year special mention may be made of two, both of which were moved in the August-September Session. The resolution about the framing of a constitution for India by a Constituent Assembly on the basis of adult franchise was moved by the Hon'ble Mr. Shri Krishna Sinha, Prime Minister. Along with four amendments with regard to the safeguarding of minority and other special interests it was discussed on four days, but ultimately the resolution with the amendment moved by a Muslim member, Mr. Saiyid Rafiuddin Rizvi, was adopted by the House.

A good deal of political controversy also raged round the resolution moved by the Finance Minister, Hon'ble Mr. Anugrah Narayan Sinha, which sought approval of the Assembly to the principle of taxing agricultural income and made a recommendation to the Provincial Government to introduce a Bill for the purpose. Discussion on the resolution lasted for four days. The only amendment moved and discussed was that sponsored by Mr. Chandreshwar Prasad Narayan Sinha, Leader of the Opposition, to the effect that a committee be first appointed consisting of the members of the Legislature to examine and report on the principle of levying the said tax before Government introduced a Bill on the subject, but it was eventually negatived by the House and the resolution as originally moved by the Finance Minister was passed.

Adjournment Motions.

Notices of five motions for adjournment of the House were received. Of these one was disallowed by His Excellency the Governor and the other by the Hon'ble the Speaker and the notices of the remaining three were ultimately not pressed by the members concerned.

Budget Discussion And Voting Of Demands.

During the period under report two budgets were presented, discussed and voted upon: the budget for the year 1937-38 was presented on the 23rd August, 1937, and that for the year 1938-39 on the 5th March, 1938.

As usual the presentation of the budget for the year 1937-38 and 1938-39 each took one day, three days were devoted to the general discussion of the first budget and two days to that of the second budget, while the voting of demands for grants occupied nine days in each case. In dealing with the demands for grants the Assembly had before it on the agenda 432 motions for reduction of grants or omission or reduction of items in grants relating to the budget for the year 1937-38 and 536 relating to that for the year 1938-39. Of these motions 58 were actually moved and discussed and of these one was rejected and 57 were withdrawn.

Apart from the main budgets, there were as many as 30 supplementary demands of which a large number of items related to new services. All the demands were voted by the Assembly.

Obituary References.

During the period under review the Assembly mourned the deaths of the following members and ex-members by passing condolence motions :—

(1) Mr. Shashi Bhusan Rai who had been elected from Pakaur *cum* Rajmahal General Rural Constituency of the Assembly.

(2) Raja Bahadur Kirtyananda Sinha of Banaili who was a member of the old Legislative Council in the year 1921.

Feeling references were also made to the memory of Dr. Kashi Prasad Jayaswal, the great historian and litterateur.

Bye-elections.

During the period under review there were seven bye-elections to fill vacancies in the following constituencies of the Legislative Assembly :—

(1) Patna and Tirhut *cum* Bhagalpur European Constituency.

(2) Bihar Planters' Association Constituency.

(3) Indian Mining Association Constituency (two bye-elections).

(4) Pakaur *cum* Rajmahal General Rural Constituency.

(5) Chota Nagpur European Constituency.

(6) Patna City Muhammadan Urban Constituency.

Of these bye-elections, only the bye-election in the Patna City Muhammadan Urban Constituency was contested.

Buildings Of The Legislature.

During the pre-autonomy days there was one building only to accommodate the members of the Council and offices of the Legislature. With the introduction of the bicameral Legislature and need for larger accommodation for office, Library, Ministers, Parliamentary Secretaries and leaders of the parties, two additional wings one on either side of the old Chamber have been constructed, the southern wing being styled as the Administrative Bloc, and the Northern wing as the Council Bloc. The total cost of the construction of the new wings and of the alterations in the existing building together with the cost of furniture and electric and sanitary fittings was Rs. 3,57,925.

Bills.

The year was one of the greatest legislative importance in the history of the province and the measures that provoked considerable discussion related to reforms in tenancy laws. The following Bills were passed by the Legislative Assembly during the period under report :—

(1) The Bihar Legislature (Officers' Salaries) Bill, 1937.

(2) The Bihar Ministers' Salaries Bill, 1937.

(3) The Bihar Legislature (Removal of Disqualifications) Bill, 1937.

(4) The Bihar Entertainment Duty Bill, 1937.

(5) The Famine Relief Fund (Expenditure) Bill, 1937.

(6) The Bihar Stamp (Amendment) Bill, 1937.

(7) The Bihar Tenancy (Amendment) Bill, 1937.

(8) The Chota Nagpur Tenancy (Amendment) Bill, 1937.

(9) The Bihar Sugar Factories Control Bill, 1937.

(10) The Bengal Troops Transport and Travellers Assistance Regulation (Amendment) Bill, 1938.

The following Bills were also introduced in the Assembly during the period under review but they reached subsequent stages in the following year :—

(1) The Bihar Money-Lenders' Bill, 1937,

(2) The Bihar Agricultural Income-tax Bill, 1937, and

(3) The Bihar Prohibition Bill, 1938.

Of the Bills introduced and passed the following became law during the year under report :—

(1) The Bihar Ministers' Salaries Act, 1937 (Act I of 1937),

(2) The Bihar Legislature (Officers' Salaries) Act, 1937 (Act II of 1937),

(3) The Bihar Legislature (Removal of Disqualifications) Act, 1937 (Act III of 1937),

(4) The Bihar Famine Relief Fund (Expenditure) Act, 1937 (Act IV of 1937),

(5) The Bihar Entertainment Duty Act, 1937 (Act V of 1937),

(6) The Bihar Stamp (Amendment) Act, 1937 (Act VI of 1937),

(7) The Bihar Sugar Factories Control Act, 1937 (Act VII of 1937), and

(8) The Bihar Tenancy (Amendment) Act, 1937 (Act VIII of 1937).

Party Organisations In The Assembly.

Congress was the only organised party in the Assembly. At the beginning of the first session of the Assembly the strength of the different parties was as follows :—

Congress (excluding the Speaker)	...	...	96
Nationalist Coalition	...	...	26
Muslims Independent *cum*-Ahrar	...	...	23

Of the five members of the Muslim League four coalesced with the aforesaid Nationalist Coalition Party. Later in the year the strength of the party was increased by one out of the members not belonging to any party.

Thus the Nationalist Coalition Party constituted the Opposition under the leadership of Mr. Chandreshwar Prasad Narayan Sinha.

Legislative Council.

Two complete sessions were held during the period under report. The first session was held in July-September, 1937, and the second session in December of the same year. The third session also commenced during the period under report, i.e., on the 21st March but came to a close in the next financial year, i.e., on the 24th August, 1938, and out of 51 meetings of this session 10 were held during the period under report.

First Session.

The first session of the Bihar Legislative Council was summoned in the Secretariat Conference Room on the 22nd July, 1937, and the first business of the Council was the swearing-in of the members. As the office of the President was vacant, His Excellency the Governor in exercise of the power conferred on him by sub-section (3) of section 65 read with sub-section (5) of the Act, appointed Rai Bahadur Satis Chandra Sinha, M.L.C., to perform the duties of the President until a President had been duly elected. The election of the President of the Council was held on the 23rd July, 1937. As Mr. Rajivaranjan Prasad Sinha was the only candidate, he was declared to be duly elected President of the Legislative Council. After the election of the President, the election of the Deputy President was held. There were two candidates for the office of the Deputy President, namely, Mrs. Malcolm Sinha and Mr. Saiyid Naqui Imam. As a result of the election the latter was declared to be duly elected Deputy President of the Council.

Meetings.

In all, meetings were held for 28 days, of which five days, namely, the 31st August and the 1st September, 1937 and the 22nd to 24th March, 1938, were devoted to the transaction of non-official business.

Questions And Resolutions.

Notices of 272 Council questions were received during the period under report, of which 21 were disallowed under the Bihar Legislative Council Rules. Fifty-two questions in all remained pending at the conclusion of the second session of which 44 were laid on the table at the commencement of the third session. Only eight questions remained pending. Two hundred and fifty-one questions on different subjects were actually put and answered as against 173 in the previous year.

Notices of 52 resolutions were received of which one was disallowed under the Bihar Legislative Council Rules. Fifty-one resolutions on matters of general public interest were tabled for discussion, of which six resolutions received from different members were identical. Only 23 resolutions were discussed, of which four were negatived, 15 were withdrawn and four were adopted. One adjournment motion was received to discuss a matter of urgent public importance but it was disallowed by the Hon'ble the President, the matter being *sub-judice*.

Budget Discussion.

The budget estimates for the year 1937-38 were presented to the Council on the 30th August, 1937, and those for the year 1938-39 on the 21st March, 1938. These estimates were discussed in the Council and several days were devoted to the business. The first and the second supplementary statements of expenditure from the revenues of the province for the year 1937-38 were laid on the table and the latter was also discussed by the Council.

Course Of Legislation.

The following Bills which had been passed by the Bihar Legislative Assembly were passed without amendment :—

(1) The Bihar Legislature (Removal of Disqualifications) Bill, 1937;

(2) The Bihar Legislature (Officers' Salaries) Bill, 1937;

(3) The Bihar Ministers' Salaries Bill, 1937, and

(4) The Bihar Famine Relief Fund (Expenditure) Bill, 1937,

while the Bihar Entertainments Duty Bill, 1937, the Bihar Stamp (Amendment) Bill, 1937, the Bihar Sugar Factories Control Bill, 1937, the Bihar Tenancy (Amendment) Bill, 1937, and the Chota Nagpur Tenancy (Amendment) Bill, 1937, were passed with amendments by the Bihar Legislative Council during the period under review.

CHAPTER IV

Local Self-Government

General.

The year was one of progress so far as the working of the local bodies is concerned. There has been steady improvement in the relations between Government and the local bodies. The policy of Government has been marked by increasing liberalisation of the position of local bodies with the minimum of State interference.

Apart from this, in their general dealings with the local bodies the Congress Government substituted the past policy of legalism by friendly advice, suasion and moral pressure with wholly satisfactory results.

At present in the case of difficulties arising in the administration of the local bodies Government do not rush to exercise their legal powers but are usually able to persuade the local bodies to eventually adopt the right course.

District Boards.

A notable feature was the revision of the election rules for district boards. These were so revised by the new popular Government as to make a near approach to adult suffrage. Under the new rules every person assessed to chaukidari tax of any amount whatsoever is qualified to be a voter and is eligible for election as a member of a district board. The lowest educational qualification for registration as a voter is the passed upper primary examination or any other examination of equivalent or higher standard. The wives of all male persons so qualified are also qualified to vote. The new elections to the boards on the basis of this very much enlarged franchise had to be postponed to allow the election rules to be further revised and in consequence the old boards continued in office beyond the statutory period of five years. The Bhagalpur District Board continued to remain under supersession but at the request of some of the prominent public men of the district an advisory committee consisting of 25 non-official members was constituted by Government to advise Government in all matters affecting its administration. Thus, in effect, this board was administered, during the year under report, by popular representatives of the rate-payers. There was a change in the personnel of the non-official executives of the Muzaffarpur and Monghyr district boards. Mr. Sri Krishna Sinha, on his appointment as

the Prime Minister of Bihar, had to resign his office as chairman of the Monghyr District Board in August, 1937, and Mr. Nemdhari Sinha was elected chairman in his place. In Muzaffarpur, Mr. Chandreshwar Prasad Narayan Sinha and the Hon'ble Rai Bahadur Sri Narain Mahtha resigned their respective offices of chairman and vice-chairman of the board in October, 1937, and Mr. Mahesh Prasad Sinha and Mr. Kishore Narain were elected chairman and vice-chairman in their places.

The number of meetings held by district boards was in excess of the statutory minimum of 12 meetings in the year in all the districts. The average percentage of attendance of members at meetings was also high, being above 63 in all districts. The largest number of meetings was held by the Monghyr District Board, namely, 29.

A number of non-official chairmen of district boards made fairly extensive tours of inspection, while in some other districts tours were not adequate. To ensure efficient administration and effective control it is of the utmost importance that the executives of the district boards should have first-hand knowledge of the state of affairs prevailing in their subordinate institutions and offices and of the local needs and conditions of the people in outlying areas. This can be possible only by means of well-planned and regulated tours by the executives in the interior of the districts.

Income And Expenditure.

The aggregate opening balance of district boards on the 1st April, 1937, amounted to Rs. 20,89,000 against Rs. 38,41,000 in the preceding year. The balance of the Saran District Board was below the prescribed minimum and the Champaran District Board had not only no balance of its own but actually encroached upon the unspent balance of Government grants to the extent of over Rs. 13,000. The total income of the boards from all sources, including Government grants, amounted to Rs. 1,61,36,000 against Rs. 1,55,51,000 in the preceding year. The total amount available for expenditure, including the opening balance, thus stood at Rs. 1,82,25,000 out of which a total sum of Rs. 1,49,13,000 was actually spent leaving a closing balance of Rs. 33,12,000. This balance included deposits amounting to Rs. 4,03,000 which is not the boards' money and an unspent balance of Government grants amounting to Rs. 7,18,000. The ordinary free balance of the boards thus amounted to Rs. 21,90,000 only as against Rs. 15,60,000 in the preceding year. The total income of the boards from local rates and cess showed a net increase of Rs. 1,80,000 as compared with the preceding

year's figure but were still below the figure of 1935-36 when the total income from this important source amounted to Rs. 73,01,000. The increase was shared by all the boards except Patna, Champaran, Muzaffarpur, Ranchi and Palamau. The highest increase was in Gaya (+64) and the lowest decrease was in Patna (—37). The decrease in Patna is ascribed to low realisation of cess on account of disturbed agrarian conditions and general economic depression.

The income of the district boards derived from Government grants was Rs. 66,20,000 against Rs. 42,56,000 in the preceding year. This works out to about 44 per cent of the total income of the boards. There was substantial increase in the grants for education, medical relief and public health and civil works which amounted to Rs. 26,28,000, Rs. 3,06,000 and Rs. 35,67,000 respectively.

The aggregate expenditure of the boards during the year amounted to Rs. 1,49,13,000 against Rs. 1,69,35,000 in the previous year.

Education.

The expenditure on education was Rs. 41,35,000 against Rs. 41,06,000 in the previous year showing an increase of approximately Rs. 29,000. The increase was shared by the district boards of Patna, Gaya, Champaran, Muzaffarpur, Bhagalpur, Purnea, Hazaribagh, Manbhum and Singhbhum, while other districts recorded a decrease. In spite of the decrease in some districts, the expenditure on education was in excess of the minimum prescribed in almost all the district boards. The number of Middle English schools maintained by the boards rose from 263 to 299 but that of Middle Vernacular schools dwindled from 83 to 71. A number of vernacular schools were converted into Middle English schools as the demand for the latter class of schools is reported to be increasing. The number of upper primary and lower primary schools managed by the boards increased by 68 and 46 respectively. Along with the increase in the number of these schools, the number of pupils attending them also increased. Among the various classes of schools aided by the boards the number of upper primary schools rose by 32 but the number of other classes was below that of the previous year.

The number of girl students attending upper and lower primary schools managed and aided by the boards fell by a few hundred but the number of girl students attending stipendiary schools

increased by over 5 thousand. Forty-five girls' schools were aided by the union boards in Shahabad. In some places the want of trained women teachers operated as a distinct handicap to the cause of female education. The education of girls appeared to have received greater attention from the Gaya District Board than from any other board.

Vocational training continued to be given successfully in middle schools of the Patna District Board. In one such school students were trained to prepare handkerchiefs and *palla* caps of the Lucknow pattern and design. No other board except Shahabad and Monghyr interested itself in this sort of technical education. A number of district boards awarded scholarships for technical and medical education.

Education among the scheduled castes and backward classes received special attention of the district boards of Patna, Gaya and Purnea. Books, slates and writing materials were supplied free to boys of these classes.

Medical Relief And Public Health.

The expenditure on medical relief was Rs. 14,55,000 showing a decrease of Rs. 23,000 as compared with the last year's figure and that on public health was Rs. 6,25,000 showing an increase of Rs. 63,000 over last year's figure. The number of dispensaries maintained and aided by the boards was 428 and 122 against 410 and 108 respectively. New dispensaries were opened by the district boards of Shahabad, Saran, Champaran, Purnea, Hazaribagh, Manbhum and Singhbhum. The Tibbi dispensary at Majorganj and the Ayurvedic dispensary at Katra in the district of Muzaffarpur were replaced by Allopathic dispensaries, as the area suffers most from malaria and the indigenous dispensaries could not meet the requirements of the locality. Of the 22 aided dispensaries in Champaran as many as 19 were Ayurvedic and Tibbi. In Manbhum seven Homeopathic dispensaries received aid from the board. Some advance was made in measures for maternity work by the district boards of Patna and Shahabad. The former board entertained one additional midwife and the latter appointed three midwives and 13 trained *dais* against two midwives and 11 *dais* engaged last year. A beginning was also made by the Bhagalpur District Board in maternity and child welfare work by appointing a trained midwife who toured throughout the district to train village *chamains* and to attend labour cases. Some of the district boards continued to make grants for the treatment of leprosy cases. The seven leprosy clinics in

Muzaffarpur continued to work and treated 573 patients. Most of the boards awarded scholarships for medical education both in Allopathic and indigenous systems.

The boards on the whole gave increasing attention to the principal activities of the boards in this direction consisted of the problems affecting the health of the people in the villages. The provision of better facilities for supply of good drinking water by sinking new wells and the adoption of preventive measures against outbreaks of epidemic diseases and combating such diseases wherever they actually broke out. Propaganda work for the dissemination of knowledge of elementary principles of sanitation and hygiene among the rural population by means of demonstration lectures was another important activity of the public health staff of the boards and due care was taken to ensure proper sanitation at *melas* and fairs. The Patna District Board maintained an elaborate organization for rural sanitation in the district and the gang of sweepers and jamadars employed was also required to give practical demonstration in digging manure pits and soakage pits for sullage on Gurgaon lines. Action under the Bihar and Orissa Food Adulteration Act was also taken by some of the boards to prevent sale of adulterated food. Use of bacteriophage and preventive inoculation was resorted to on a large scale to combat the spread of cholera in certain areas and vaccination and re-vaccination work was carried out extensively to keep down the incidence of small-pox. Compulsory vaccination was introduced in the district of Shahabad. Plague inoculation was resorted to on a larger scale in the Saran district, where the disease took a serious turn, and the affected houses were dismantled to prevent the spread of the disease. To provide facilities for the treatment of malaria patients in parts of Tirhut Division, a large number of anti-malaria centres were started at suitable places. The Public Health Department made a liberal supply of 443 lbs. of quinine. Larger grants were given by Government to district boards for improvement of drinking water-supply in rural areas as compared with the preceding year and a fair portion of these grants was set apart for provision of wells for Harijans.

Veterinary.

Expenditure under this head rose from Rs. 2,03,000 to Rs. 2,08,000. The increase was shared by the majority of the boards but was appreciable in the districts of Patna, Champaran, Muzaffarpur, Darbhanga and Bhagalpur. The activities of the boards in this department included the castration of animals, propaganda work

and the treatment of animals at hospitals and dispensaries and also at the rural veterinary dispensaries and in the mufassal during the course of tours by the touring Assistant Surgeons. The touring Assistant Surgeons were also engaged in inoculating cattle to prevent the spread of any cattle disease of an epidemic nature. A number of district boards continued to maintain stud bulls with a view to improve the breed of cows and buffaloes.

Civil Works.

The expenditure of the boards under this head fell from Rs. 79,11,000 to Rs. 64,61,000. Of this the boards spent Rs. 8,35,000 on building works and Rs. 44,64,000 on communications. No new building or road project of any magnitude was undertaken by any of the boards. The total mileage of metalled, unmetalled and village roads maintained by the boards during the year was 2,403, 14,993 and 9,993 respectively. The Patna District Board gave special attention to the Bihar-Rajgir road because of the historical and religious importance of Rajgir and Nalanda which draw many pilgrims and visitors every year.

Water Hyacinth.

No real efforts appear to have been made to stop the growth of this weed. In the district of Patna the weed is reported to have been removed from a tank in Barh subdivision and in Champaran the public health staff cleared the weed from a *chaur*. The boards of the Tirhut Division have not given much attention to the clearance of the weed wherever it has been found to exist. This may be due to the fact that the growth is not extensive but it would be judicious in this matter to follow the maxim " prevention is better than cure ".

Local Boards.

There was no change either in the number or the constitution of local boards. The local boards of Bhagalpur continued to remain under supersession along with the district board. All the local boards except those of Nawadah and Aurangabad in Gaya; Arrah, Buxar and Bhabua in Shahabad; Saran Sadr; Sitamarhi and Hajipur in Muzaffarpur; Sadr and Samastipur in Darbhanga and Giridih in Hazaribagh attained the statutory minimum of 12 meetings in a year. Out of the total number of 407 meetings held by local boards eight or 2 per cent proved abortive for want of a quorum. The average percentage of attendance of members at meetings was above 50 in all local boards except in Patna Sadr and Gaya Sadr where it stood at 34.6 and 42.8. respectively.

Union Committees.

The number of union committees remained at 22. Since the enactment of the Bihar and Orissa Village Administration Act, 1922, no new union committees have been formed under the Bihar and Orissa Local Self-Government Act, 1885, as union boards constituted under the former Act wield larger powers and are consequently more popular. The union committees of Begusarai, Jhajha and Jamui in Monghyr and the Madhipura Union Committee in Bhagalpur were reconstituted during the year. All the union committees except a few exceptions held 12 or more meetings in the year. The activities of these bodies embraced as usual the maintenance, within their limited areas, of ponds, village roads, primary education, water-supply, drainage, sanitation and medical relief. A number of these committees also made street lighting arrangements either out of their own funds or with special grants made to them by district boards for the purpose. The total income of the union committees from all sources amounted to Rs. 88,000, showing a small increase. The opening balance of the year was roughly Rs. 20,000. Thus the total amount available for expenditure was Rs. 1,08,000 of which Rs. 89,000 was spent leaving a closing balance of Rs. 19,000.

Union Boards.

The total number of union boards in the province rose from 135 to 147 during the year. The increase was due to the splitting up of nine union boards of unwieldy composition in the district of Patna into 20 smaller boards and the creation of a new union board at Raniganj in the Kishanganj subdivision of the Purnea district. Their distribution by divisions was : 80 in Tirhut, 30 in Patna, 27 in Bhagalpur and 10 in Chota Nagpur. The relations between the union boards and the Police and the Magistracy were generally cordial and the Subdivisional Officers continued to accept the nominations of these boards for the appointment of chaukidars and dafadars. The boards are competent to reward and punish the chaukidars for their services according to individual cases and to levy chaukidari tax for the maintenance of village police. But there was little disposition on the part of these boards to recommend rewards to chaukidars for good work. The assessment of chaukidari tax was generally fair throughout the province.

There were altogether 125 panchayats in the province which were empowered to decide criminal as well as civil cases. One hundred and forty criminal cases and 312 civil suits were transferred to panchayats by regular courts against 89 and 11 respectively during the previous year, an encouraging feature. There was a decrease, as compared with the previous year, in the number of civil

and criminal cases disposed of by panchayats on the first appearance, emphasising once again the importance of speedy disposal of petty disputes.

There was a remarkable fall in the contributions of the district boards to the union boards, the average figure for the province being Rs. 1,724.8 per union board against Rs. 2,188.09 in the preceding year. On the other hand, there was an increase on the average union tax imposed by union boards but the average taxation fell appreciably in the Patna Division. The collection of union tax was generally fair.

Municipalities.

The number of municipalities remained the same as in the preceding year. The number of notified area committees increased by one owing to the formation of the Dumra Notified Area Committee at the new headquarters of the Sitamarhi subdivision. General elections were held in Barh, Khagaul, Gaya, Tikari, Daudnagar, Dumraon, Bhabua, Motihari, Muzaffarpur, Lalganj, Roserah, Jamalpur, Bhagalpur, Colgong, Forbesganj, Hazaribagh, Giridih, Chatra, Ranchi, Lohardaga, Purulia, Jhalda and Chaibassa. A good deal of interest was taken in the elections which were generally keenly contested. In certain cases elections which were due had to be put off on account of redistribution of wards or on account of irregularities detected in the preparation of electoral rolls by the municipal executives concerned. The Barh and Gaya municipalities were released from supersession and for administering the superseded Monghyr Municipality an Administration Committee was appointed consisting of a Government Officer and six prominent men of the town. There was no noticeable improvement in municipal administration during the year.

An important development was the initiation of measures by Government to make municipal elections as democratic and representative as possible. Single-seated constituencies instead of existing plural constituencies have been introduced in a large number of municipalities with a view to make the electoral circles more capable of returning minorities and other interests constituting the smaller sized single-seated constituencies. The municipal election rules have been revised and made comprehensive with a view *inter alia* to prevent possibilities of corruption.

It is worthy of note that during the year Government issued instructions to municipalities to effect improvements, as far as possible, in the living and service conditions of their Harijan employees, and they made provision in the provincial budget for grants to municipalities for the construction of suitable dwelling houses for such employees.

Income And Expenditure.

The year began with an opening balance of Rs. 11,77,000 against Rs. 19,53,000 during the preceding year. The total income of municipalities excluding the opening balance, however, rose from Rs. 39,49,000 to Rs. 45,10,000. This rise was due chiefly to substantial increases in various sources of revenue, including Government grants. About 50 per cent of the income of municipalities is derived from taxation. The income from this source rose by Rs. 28,000. There was a fall in the ordinary expenditure incurred by municipalities from Rs. 46,30,000 to Rs. 45,11,000. The largest decreases in expenditure were under " drainage and sewerage " and " water-supply ".

Education.

A satisfactory feature is that expenditure on education has been rising steadily during recent years as the following figures will show :—

Year.	Total expenditure on education.
1935-36	4,14,000
1936-37	4,29,000
1937-38	4,59,000

Of the expenditure of Rs. 4,59,000 during the year, Rs. 3,90,000 was spent on primary education. The provincial percentage of expenditure on primary schools to total ordinary income rose from 13 to 14. The highest percentages were recorded in the Jamshedpur Notified Area Committee (82), Lohardaga (71), Doranda Notified Area Committee (49), Motihari (48) and Daudnagar (40), while the percentage was low in Khagaul (9), Madhupur (9), Monghyr (7) and Jugsalai Notified Area Committee (6).

Indoor Administration.

The number of meetings held during the year increased from 890 in the preceding year to 1,003. A number of municipal bodies met often, some too often. Darbhanga met 39 times, Patna City 36 and Ranchi 34, while others like Muzaffarpur, Bhagalpur and Monghyr met on fewer occasions in the year than twelve, the minimum statutory number. The average percentage of attendance of non-official members at municipal meetings was above 50 in 41 municipalities, while the average percentage of official members present at meetings was less than 50 in 17 municipalities.

Outdoor Administration.

Expenditure decreased under all heads of outdoor administration except public works. The expenditure on " public works " increased by Rs. 46,000, while the expenditure on " public health " which

includes drainage and sewerage, water-supply and conservancy fell by Rs. 2,56,000. The big sewerage scheme in the Patna City Municipality which covers the area between the Bakerganj Nala and the Bihar Engineering College was nearing completion and it is expected to prove a great success. Drainage improvements effected in various localities were satisfactory, but the problem is vast and drainage reform is a crying need in most places deserving of greater attention than it has received so far. Preventive measures against cholera and other epidemics were taken with advantage in most municipalities, notably in Bhagalpur, Monghyr, Jamalpur, Deoghar and Arrah. The year was marked by extension of maternity and child welfare work in various localities.

Other important measures and activities.

Government are keenly interested in the improvement of towns and cities and they have under contemplation the creation of an Improvement Trust at Bettiah with a view to root out plague from that town.

An Improvement Trust is also being considered for Patna City and Bankipore.

The local bodies have been advised to effect retrenchments in the cost of their establishment so as to make more funds available for works of public utility.

Larger grants have been made to district boards for rural water-supply. A sum of Rs. 1¼ lakhs has been provided in the current year's budget for the purpose.

It is the policy of Government to have an efficient system of union boards and panchayats in the rural areas throughout the province to serve as units of local administration and progress. Government have got a draft Bill prepared for the purpose.

Government are also considering the revision of both the Local Self-Government Act and the Municipal Act so as to further democratise these bodies.

In pursuance of the liberal policy of Government, orders have been issued extending the privilege of having non-official chairmen in the district boards of Hazaribagh, Ranchi, Palamau and Singhbhum which hitherto had official chairmen. The orders will take effect after the next elections.

In pursuance of the recommendations made by the Santal Parganas Enquiry Committee, steps are being taken to replace the existing District Committee by a district board constituted under the Bihar and Orissa Local Self-Government Act, 1885, with an elected majority of members but with an official chairman.

CHAPTER V

Education

Primary Education.

The number of primary schools of all kinds for boys and girls, both European and Indian, rose from 20,790 in the previous year to 20,803 and that of their pupils from 758,231 to 802,264. The direct expenditure which was Rs. 49,04,881 in the previous year fell to Rs. 48,92,750. The number of primary schools for Indian boys rose from 18,759 to 18,782 in the year under review, and that of their pupils from 701,090 to 742,440, showing an increase of 41,350 pupils over last year's figure. The direct expenditure fell from Rs. 44,44,172 to Rs. 44,29,204. Government expenditure on primary schools maintained by them, however, rose from Rs. 6,680 in the previous year to Rs. 10,297 in the year under review. The total sum given to local bodies in 1937-38 was Rs. 29,37,029 against Rs. 28,34,713 in the previous year. It appears, therefore, that less money is being spent from non-Government sources on primary education. The average cost of educating a pupil in a primary school for boys fell from Rs. 6-5-5 to Rs. 5-15-5 during the year under review. The number of upper primary schools for boys rose from 2,936 last year to 3,062 while lower primary schools were 103 less than in the previous year. This, however, did not affect the number of pupils studying in them, which showed an increase of 19,238 over last year's figure. The number of primary schools (Indian) for girls was 2,008, being 10 less than in the previous year, but there has been an increase in the number of girls reading in them. There were 57,292 girls as against 54,926 in the previous year in girls' schools.

Free education continues in the district of Saran in the Tirhut Division, but the conditions under which it is given do not appear to be satisfactory. Compulsory education continues to be in operation in the Jamhore union in the district of Gaya started in 1927-28. It is now practically confined to the Jamhore village which has two lower primary schools managed by the Union Board. The number on the roll was 169 as against 133 in the previous year. In Ranchi Municipality, primary education for boys continued to be compulsory and is working satisfactorily. The percentage of attendance decreased slightly from 92.54 in the previous year to 92.24 in the year under review. The number of boys of compulsory age was 3,265 and out of these, 3,009 attended schools.

The only cantonment in the province administering education in its area, viz., that at Dinapore, continues to run a large central upper primary school for Hindus and Muslims. The roll fell from 207 to 177 and the direct expenditure from Rs. 1,833 to Rs. 1,652.

There are 15,985, 2,823 and 1,769 schools on a purely Hindi, Urdu and Bengali basis, respectively. Amongst the mixed schools, there are 435 upper primary and 209 lower primary Urdu sections attached to Hindi schools; the corresponding figures in respect of Urdu schools for Hindi sections are 44 and 67 respectively. There are as many as 3,657 " centres " of primary teaching in Urdu in all schools out of a total number of 21,588 centres for all languages including Urdu in the province giving a percentage of 17.03 against a population percentage of 12.79 for Muslims.

After the introduction of the new syllabus in 1936, the Department has been chiefly busy in consolidating and improving the existing schools. The scheme of guru gatherings, which was given effect to, was an important step towards consolidation and has met with success.

The following table dealing with statistics of primary schools for Indian boys will illustrate the position :—

Class.	Number of Indian boys in each class in—		Percentage in each class in —	
	1936-37.	1937-38.	1936-37.	1937-38.
Infant class ..	223,057	249,230	31·2	32·8
Class I ..	147,324	150,153	20·6	19·8
Class II ..	127,774	130,553	17·9	17·2
Class III ..	105,307	109,240	14·7	14·4
Class IV ..	62,100	66,712	8·7	8·8
Class V ..	49,797	52,911	6·9	7·0
Total ..	715,359	758,718	100	100

Secondary Education.

The total number of secondary schools of all classes in Bihar for Indian as well as Anglo-Indian and European boys and girls rose from 984 with 161,449 pupils to 1,050 with 177,472 pupils and the direct expenditure from Rs. 45,39,862 to Rs. 46,96,258. The growth in the number of high schools is the outcome of a popular demand for high school education as a means of escape from the depressing conditions prevailing in the traditional occupations like agriculture: such a natural, social and economic process cannot be regretted as is the fashion in some quarters, but it should be guided along lines which do not lead to lower efficiency or aggravate educated unemployment. Attempts are being made to change the purely literary character of education now imparted by requiring new schools to provide for teaching in non-literary subjects, such as science, agriculture and handicrafts. Encouragement is given to them by means of special grants-in-aid. The changes recommended by the Matriculation Committee in the course of studies as accepted by Patna University have been approved by Government. Patna University has added general science and elementary physiology and hygiene to the list of subjects which may be taken for the matriculation examination. Provision has been made in the regulations of Patna University that for the matriculation examination the medium of instruction and examination in all subjects except English shall be Hindustani, Oriya or Bengali with effect from the year 1942. Full effect, however, to this provision cannot be given until the necessary text-books are available. Government have appointed an expert committee under the presidency of Dr. Rajendra Prasad to prepare suitable books in Hindustani. The number of high schools aided by the Board of Secondary Education was 128 against 103. A sum of Rs. 2,81,299 was distributed among them as ordinary grants including Rs. 414 for the teaching of agriculture in the high school at Bikram and Rs. 720 for the teaching of science in the high school at Surajpura. The number of Government middle schools remained four. The number of Middle English schools managed by local bodies or aided either by Government or by local bodies rose from 552 to 603. The number of Middle Vernacular schools fell from 103 to 86. This class of schools is becoming unpopular for two reasons, firstly, because there is a growing desire among the people for high school education and the kind of education given in them does not automatically lead the pupils to high schools and; secondly, because a Middle English school costs less to a local body than a Middle Vernacular school. The progress made in vocational training in middle schools appears to be slow but steady. Classes

were opened in weaving, soap-making, book-binding, paper-making and newar-making in some middle schools. Arrangements were also made for the teaching of music in two schools.

University And Collegiate Education.

With the coming into force of the Government of India Act, 1935, Patna University became a federal topic subject to federal legislation. Under the adaptation made to the Patna University Act under the Adaptation order in Council, the Director of Public Instruction, Orissa, was provided with an ex-officio seat on the Syndicate. At the instance of Dr. Rajenda Prasad, the Senate decided to recommend to Government the appointment of a committee to report on the progress of education in Bihar—primary, secondary and university, and technical, industrial and professional, and to prepare a scheme for its expansion and intensification, always keeping in view the needs of the people, their economic condition and the financial resources of the Provincial Government. As a result of that recommendation, Government have appointed a committee under the chairmanship of Professor K. T. Shah. The number of arts and science colleges remained nine, six first grade and three second grade, but the roll number rose from 3,620 to 4,120 and the direct expenditure from Rs. 10,51,347 to Rs. 10,77,404. The roll number includes 35 women students against 30 in the last year. Government have since decided to encourage the higher education of girls by the grant of free-studentships up to a maximum of 10 in each college. The free-studentships in aided and Government colleges have been increased from 5 per cent to 7½ per cent. The professional colleges, namely, Patna Law College, Patna Training College, the Prince of Wales Medical College, the Bihar College of Engineering and the Bihar Veterinary College continued to make good progress during the year.

Oriental Education.

The number of recognized Sanskrit *tols* rose from 292 with 10,341 pupils to 307 with 10,631 pupils and that of unrecognized *tols* from 10 to 15, but the number of their pupils remained stationary at 337. The number of recognized primary Sanskrit schools rose from 734 with 21,360 pupils to 761 with 23,251 pupils; unrecognized schools of the same class fell from 64 with 1,405 pupils to 43 with 1,039 pupils. The only unrecognized girls' school was recognized, bringing the number of recognized primary Sanskrit schools for girls to three during the year. The expenditure from public funds on Sanskrit education, other than that given in arts colleges and secondary schools, rose from Rs. 84,730 to Rs. 87,698. These figures exclude

the expenditure on primary Sanskrit schools, which rose from Rs. 1,05,359 to Rs. 1,09,458. With the sum of Rs. 27,333 at its disposal for grants-in-aid, the Sanskrit Association aided 174 *tols* against 172 last year. There are still 131 unaided *tols*.

The number of recognized madrasas fell from 39 to 37 and that of their pupils from 3,151 to 3,109. The number of unrecognized madrasas fell from 59 with 2,993 pupils to 58 with 2,975 pupils. The introduction of the new syllabus for junior madrasas in 1936 necessitated the employment of a competent staff to teach additional subjects including English but owing to financial difficulties two junior madrasas, which failed to improve their staff, could not continue as recognized institutions.

Technical Education.

The number of technical schools (including Ayurvedic and Tibbi) rose from 56 to 62, that of their pupils from 3,470 to 3,965 and the expenditure from Rs. 6,43,100 to Rs. 6,81,354.

Training Of Masters.

The number of Government secondary training schools continued to be four in the province, namely, one at each of the divisional headquarters. The total number of pupils in the schools during the year was 216 against 235 of the previous year. The fall in numbers is perhaps due to diminishing chances of employment in competition with untrained candidates who are paid lower salaries. The number of elementary training schools managed by Government was 55 as last year. The total number of pupils in these schools was 1,098 against 1,077 in the previous year. The total direct cost of all the schools, secondary as well as elementary, whether maintained or aided by Government, was Rs. 2,15,268, of which Rs. 2,10,213 came from Government funds against Rs. 2,12,785 and Rs. 2,06,690 respectively in the previous year. The number of trained teachers in primary schools for boys and girls together continues to increase. The number of such teachers was 926 as against 1,193 in the previous year, and the number of trained masters both for boys and girls was 18,663 as against 18,369 in the previous year.

Female Education.

The progress of female education in the province during the year has been slow but steady. The percentage of females at school to those of school-going age is 5.2 against 4.8 in the previous year. The percentage of females reading in schools to female population is .78 as against .74 in the previous year. The total number of educational institutions for girls rose from 2,271 to 2,291 and the number of pupils attending them from 69,989 to 74,230. The

total number of girls reading in boys' institutions rose from 50,857 to 54,674. Co-education at the lower stage is gaining popularity very rapidly, so much so that it is not unusual to find girls reading in boys' upper primary, middle Vernacular and middle English schools, even in orthodox rural areas. The total number of girls reading in colleges for men is 38, including three in Patna Medical College, against 37 of the previous year, 127 in high schools for boys, 1,593 against 1,364 in boys' middle schools, 49,207 against 46,356 in boys' primary schools, one in a medical school, 24 in schools for defectives, 11 in madrasas, five in Sanskrit *tols*, as against two in the previous year, 145 in other schools and 3,523 against 2,928 in private institutions.

Education Of Muslims.

The number of Muslim pupils under instruction rose from 150,425 to 156,448. The percentage of Muslim pupils to the total number of pupils is 14.54; the percentage of Muslims to the total population of the province is 12.79. The direct expenditure on Muslim education from public funds recorded a rise, namely, Rs. 3,76,348 to Rs. 3,79,877 during the year. The number of recognized madrasas fell from 39 with 3,151 pupils to 37 with 3,109 pupils. The number of recognized Urdu primary schools fell from 2,874 to 2,864, but the number of their pupils rose from 82,940 to 84,766. This illustrates the drift from classical or sectional schools to modern and common schools. The number of elementary training schools for Muslims remained 11. The number of middle schools teaching Urdu rose from 349 to 386 and that of upper primary schools teaching Urdu rose from 478 to 529. The number of Muslim pupils in the secondary stage of education again shows a rise; in the middle school stage it rose from 6,680 to 7,546 and in the high school stage from 4,688 to 5,135. The expenditure from public funds incurred specially for the benefit of Muslim pupils rose from Rs. 2,06,372 to Rs. 2,09,144. The special inspecting staff for Muslim education remained the same as last year, namely, a Superintendent of Islamic Studies, four special inspecting officers for Muslim education, 23 inspecting Maulavis and one Lady Superintendent of Muslim *Atus*.

Education Of Aborigines.

The number of Christian aborigines under instruction rose from 36,560 to 37,321 and that of other aborigines (including those who are Hindus) from 46,173 to 51,112. The number of schools specially intended for aborigines was one in Patna against none in the previous year and in Tirhut remained 18. In the other divisions there is not the same need for special schools,

because in large areas the aborigines form the bulk of the population. In the previous year an annual grant of Rs. 5,000 was placed at the disposal of the Commissioner of the Bhagalpur Division for the improvement of Santal education in the districts of Bhagalpur, Monghyr and Purnea.

One post-graduate, two senior and seven junior scholarships and ten special free studentships in colleges are reserved for aboriginal students. In 1937-38, aboriginal scholars won five college scholarships and seven middle, ten upper primary and 50 lower primary scholarships against two college, seven middle, seven upper primary and 52 lower primary scholarships in the previous year. In addition, a sum of Rs. 3,315 has been provided in the budget for 1938-39 for special scholarships for aboriginals reading in secondary schools and colleges. The total sum spent from Government funds specially for the benefit of the aborigines was Rs. 51,310 against Rs. 45,418 last year.

Education Of Europeans And Anglo-Indians.

The number of European and Anglo-Indian schools remained 17, four being secondary (two for boys and two for girls) and 13 elementary (two for boys and eleven for girls). The total number of pupils rose from 1,291 to 1,328, while the direct expenditure fell from Rs. 2,14,680 to Rs. 2,14,641 and the indirect expenditure rose from Rs. 1,10,067 to Rs. 1,43,348. The Joint Board for European and Anglo-Indian Education was reconstituted during the year, the Hon'ble Minister of Education in Bihar having been appointed President.

Education Of Harijans.

There was a remarkable increase in the number of Harijan pupils under instruction. The figure rose from 43,583 to 56,667, showing an increase of 30 per cent. The increase is shared by all the divisions of the province and indicates a general awakening among the Harijans. The number of pupils in the collegiate stage rose from 10 to 12, in the secondary stage, from 1,622 to 1,782, in the primary stage from 38,474 to 50,115, in special schools from 131 to 289 and in unrecognised schools from 3,346 to 4,469. The number of schools specially meant for these classes rose from 177 with 5,222 pupils to 187 with 6,026 pupils. Sooner or later the necessity for these schools may disappear as pupils of the scheduled castes are freely admitted to ordinary schools according to the change in the spirit of the times. Two junior scholarships, one of Rs. 15 a month and one of Rs. 10 a month, are still earmarked for pupils of the scheduled castes. A sum of Rs. 2,700

was distributed during the year for scholarships and book-grants to Harijans in all grades of institutions but mostly in high and middle schools. A further provision of Rs. 18,310 has been made in the budget for 1938-39 for the same purpose. Government have since decided that with effect from the year 1938-39 all students of the scheduled castes reading in colleges should be granted free-studentships irrespective of the fact that they are getting any merit scholarships or not. Pupils of the scheduled castes won two junior, five middle, one upper primary and 29 lower primary scholarships during the year. The total sum spent from public funds for the special benefit of the scheduled castes was Rs. 29,540 against Rs. 23,800.

Education Of Criminal Tribes.

Of a criminal tribe population of 5,039 the number of children at school was 278. There are still six special schools for these pupils, four in Bhagalpur and two in Chota Nagpur.

Factory Schools.

The number of factory schools fell from 70 to 50. Twenty-one colliery schools ceased to exist and one night school was opened. On the rolls of these factory schools were 2,354 boys and 143 girls, who were either employees or children of employees, besides 223 other boys and 28 other girls. The direct expenditure on these schools fell from Rs. 28,888 to Rs. 25,795.

Education Of Backward Communities.

The education of these communities is being encouraged by a liberal provision of special scholarships and free-studentships to remove the educational disabilities from which they suffer. It has since been decided that all *Momins* reading in colleges should be granted free-studentships irrespective of the fact that they are getting any merit scholarships or not. In the budget for 1938-39 a sum of Rs. 7,000 for *Momins* and Rs. 5,000 for other educationally backward classes among Muslims has been provided for the purpose.

Education Of Defectives.

The school for the blind at Ranchi had 59 pupils against 64 last year and the school at Patna 33 against 32. The former received from Government a recurring grant of Rs. 3,120 and a capital grant of Rs. 3,025 and the latter a recurring grant of Rs. 1,920. The school for the deaf mutes at Patna had 17 pupils against seven last year. It received from Government a grant of Rs. 1,100 for its upkeep. A new school was started for these defectives last year at Ranchi. It had 12 pupils on the rolls. The number of pupils in the school attached to the leper asylum at Purulia rose from 258 to 305.

Hazaribagh Reformatory School.

The number of boys in the Reformatory school rose from 225 to 236. The number from Bihar fell from 132 to 126, that from Bengal rose from 73 to 85, that from Assam from 10 to 13, that from Orissa 9 to 11, while that from Baramba State remained one. The gross cost of the school fell from Rs. 81,533 to Rs. 77,636 and the net cost from Rs. 78,267 to Rs. 72,809. The number of ex-pupils under surveillance rose from 73 to 77. Of these 67 were reported to be leading honest lives, four were reconvicted and six remained untraced.

Unrecognized Institutions.

The number of unrecognized institutions rose from 2,086 to 2,328 and the number of pupils in them from 63,945 to 70,726. The number of national schools rose from 20 with 1,251 pupils to 24 with 1,461 pupils.

Miscellaneous.

During the year, 1,220 students received instruction in first-aid and 572 qualified for certificates.

The Boy Scout and Girl Guide movements continued to make progress though there was a slight set-back owing to the public controversy about the affiliation of the Indian section to the Baden Powel Headquarters in London. An attempt is being made to give these movements an Indian setting by introducing Bratachari and Sevasamiti methods.

Co-operative stores were started in some schools and colleges to cater to the needs of the students but they were not generally successful.

Important measures and activities in 1938-39.

Committees.

Owing to the widespread criticism of the existing system of education, the year during which the present Ministry have been in office has been taken up, so far as the educational field is concerned, more with introspection and self-examination than with carrying out new schemes. As a result of this policy, as many as three committees, namely, the Education Re-organisation Committee, the Education Code Revision Committee and the Hindustani Committee, have been set up to advise Government on questions of educational reforms and prepare schemes for future improvement and expansion. In spite, however, of the pre-occupation of the Education Department with these deliberations concerning every branch of educational method and organisation, a number of useful schemes costing large sums of money and entailing a great deal of preliminary work, have been brought into actual operation.

Wardha Scheme.

The most notable achievements have been the starting of the new Wardha Training School at Patna for training the future Wardha system teachers, the mass literacy campaign and the expansion of training facilities for women-teachers. The Wardha training centre is already functioning with the first batch of 60 teachers under training. A compact area has been selected for experiment in the Bettiah thana of the Champaran district, where 50 Basic Schools are proposed to be started from March, 1939.

Mass Education.

The Mass Literacy movement which was inaugurated by the Hon'ble Dr. Syed Mahmud, Minister of Education, at the end of April last for eradicating adult illiteracy and spreading enlightenment among the masses has made good progress during the past few months. With the help of about 14,000 volunteers drawn from the student community, teachers, the inspecting staff of Education Department and other public-spirited workers more than 12,000 literacy centres were started with an average attendance of about 1½ lakhs per term of six weeks. The figures received till August show that over 3 lakhs have been made litertate during the first four months of the campaign. A feature of the movement has been that it has also spread to the jails and almost every prisoner who has been in jail during this period has been made literate. Literacy classes in jails are being conducted by jail authorities, literate prisoners, and outside voluntary teachers. The movement is also spreading to industrial areas and a network of centres has been started at Jamshedpur. The sugar mills have also taken up this work in their reserved areas. The expansion of literacy among women is making slow but steady progress. The Bihar Council of Women has given a great impetus to the movement and has appealed to other women's organizations for help and co-operation. The campaign, which was started on a purely voluntary basis, has now been placed on a permanent basis with the Government grant of Rs. 80,000. Under this scheme the existing machinery of the Education Department will be utilized for the organization and supervision of this work. The main agency for instruction will be as before the voluntary labour of teachers, students, unemployed young men and social workers, but in some cases with a view to enable the workers to devote more time to this work, provision has been made for the payment of a small honorarium. Small grants-in-aid will also be made for meeting the cost of contingent expenditure. To ensure lasting literacy a graduated series of charts, primers and readers on a carefully drawn up plan is being prepared

Women Labourers' Literacy Class at Jamshedpur.

and a fortnightly news-sheet in Hindustani in both Devanagri and Urdu scripts, called *Roshni* has been brought out for providing reading matter to the literacy centres. The movement has now entered on its second phase whereby intensive work in two sub-divisions and one police-station in each district has been started. The idea is to make all illiterate males between the ages of 15 and 40 living in these areas literate within the next six months. Arrangements have also been made to make the army of chaukidars literate. Along with the teaching of 3 R's efforts are being made to provide visual instruction on subjects useful to the adults in their everyday life.

Girls' Education.

A programme of development of girls' education has been drawn up, according to which there will be at least one primary school for girls in every thana headquarters, a middle school in every subdivisional headquarters and a high school in every district headquarters. All local bodies have been circularized with a view to induce them to spend a greater proportion of their income on girls' education. Additional training facilities for graduate and matriculate women teachers have been provided by sanctioning 10 special stipends for them tenable at Patna Training School and Patna Training College. In Government colleges girls have been exempted from the payment of fees. Scholarships are granted liberally to all deserving girls who are willing to go in for higher education. Schemes for increasing the facilities for training women primary teachers at Gaya and Muzaffarpur and starting new training centres for this purpose at Bhagalpur and Arrah are under active consideration. Large sums of money have been provided for middle English schools for girls, zenana education by *atus* schools and peripatetic teachers and primary education of girls in municipalities. Additional high school classes have been started in the Badshah Nawab Rizvi Training College for women, while the number of girls studying in colleges has materially increased.

Primary Education.

In the field of primary education a scheme for introducing compulsory primary education in municipalities has been perpared.

Libraries.

The claims of culture and extra-curricular education have not been neglected. Large grants have been sanctioned for the Radhika Sinha Institute and Library, the Maheshwar Hindi Library and the Urdu Libraries at Patna, while a scheme costing Rs. 15,000 for repairing the manuscripts of the Oriental Public Library and

another costing Rs. 30,000 for libraries in rural areas are under examination.

Miscellaneous.

In the sphere of educational policy, a greater interest on the part of students in civic affairs has been encouraged by removing the ban on political meetings, singing national songs and flying the national flag on non-Governmental school buildings. Preliminary steps towards military education have been taken by appointing Mr. C. M. Jadav to draw up a scheme for opening a military school in Bihar and imparting military training in high schools and colleges. Two scholarships for Bihari cadets at the Indian Military Academy, Dehra Dun, have been created. The percentage of free-studentships in aided and Government colleges has been increased from 5 to 7½ per cent.

Government are trying to reorganize the whole method and purpose of education by ordering that henceforth the mother-tongue should be the medium of instruction up to the matriculation examination and the system of primary and lower secondary education should be reorganized on the Wardha model so as to make it more practical, fruitful and self-supporting. For this purpose the Hindi and Urdu media of instruction, which have been responsible for so much rivalry and misunderstanding in the past, are being replaced by a common national Hindustani medium. A vocabulary and text-books are being prepared under the control and supervision of the Hindustani Committee mentioned above with a view to evolve a national language as a medium of common intercourse and instruction.

CHAPTER VI

Public Health and Medical Relief.

Vital Statistics.

The total number of births decreased from 1,144,008 in the previous year to 1,100,657 in the year under review. The total number of deaths rose from 701,814 to 729,454, the increase being due to larger number of deaths from fever and cholera. The excess of birth over the death-rate was 11.5 as compared with 13.6 in the previous year. Registration of vital occurrences is compulsory only in the municipal areas. A certain percentage of vital occurrences was investigated and verified by the officers of the Public Health Department. An attempt has been made in recent years to transfer the responsibility for collection, tabulation and verification of vital occurrences to the bigger municipalities and experience shows that the municipal statistics are more reliable than those collected by the police. With the increasing number of health officers employed by municipalities more of them will be in a position to undertake this work. The provincial birth-rate for 1937 was 34.0 as compared with 35.3 in 1936.

Cholera.

The total number of deaths from cholera rose from 6,070 in the previous year to 13,949 during the year under review. The death-rate from cholera increased from 0.2 per mille in 1936 to 0.4 per mille in 1937. The districts of Bhagalpur and Monghyr recorded the highest death-rate, namely, 1.2 and 1.0 respectively, whilst each of the districts of Patna, Gaya, Muzaffarpur and the Santal Parganas registered a death-rate of 0.6 from this disease. Amongst the towns, Hajipur, Colgong and Revelganj reported highest death-rates. Of the other districts, Monghyr, Gaya, the Santal Parganas and Patna reported comparatively larger number of deaths from the disease during the year under review. Government deputed epidemic doctors when the staff of the local bodies was found to be inadequate to cope with the situation. The number of doses of cholera vaccine issued during the year was 640,000 as against 288,930 doses during previous year.

Small-pox.

The total number of deaths from small-pox decreased from 22,863 in the previous year to 7,485 during the year under review and the corresponding death-rate from 0.7 to 0.2. The lower death-rate is attributed to

the immunity conferred by the extensive vaccination and revaccination. As usual the rural areas suffered more than the urban and the highest death-rate was registered in the districts of Palamau, Manbhum and Gaya. The districts of Ranchi, Muzaffarpur and Hazaribagh recorded the lowest death-rate. Among the towns Bettiah, Patna City and Chatra reported the highest death-rate. Primary vaccination is compulsory in all the municipal towns and also in rural areas of nine districts. The control of vaccination has been transferred to those local bodies which have initiated approved health organization schemes and the health officers of these districts have been appointed to be superintendents of vaccination. In these districts the inspection of vaccination is now carried out by the district health staff and the Government vaccination inspecting staff have been withdrawn. It is hoped that in the near future all the district boards of the province will take over the direct control of this very important public health measure. Unless the primary vaccination and periodical revaccination of the entire population are not made compulsory it will not be possible to eradicate the disease completely. The vaccine lymph manufactured at the Vaccine Depot, Namkum, is supplied throughout the province free of cost. 1,369,749 vaccination operations were performed in the province during the year under review, of which 990,780 were cases of primary and 378,969 were those of re-vaccination.

Plague.

The total number of deaths from plague slightly increased from 1,245 in the previous year to 1,470 during the year under review. The death-rate was the same as in the previous year, namely, 0.08. The district of Saran recorded the highest death-rate followed by Muzaffarpur and Champaran. The town of Bettiah also remained infected with plague almost throughout the year except in the months of August and October. Necessary preventive measures were taken by the Public Health Department : epidemic doctors were detailed on plague duty and extensive anti-plague inoculations were given to the people in the affected districts.

Dysentery And Diarrhœa.

There were 4,006 deaths from this group of disease as against 3,118 deaths in the preceding year and the mortality rate was 0.1 as against the same in the previous year. The towns which recorded high death-rates were Purnea (2.2), Patna City (1.9) and Forbesganj (1.7). The highest number of deaths occur from these diseases usually during the monsoon months, whilst the lowest is recorded during the driest part of the year.

Dropsy.

It was a matter of satisfaction that Beri-beri or epidemic dropsy did not occur in epidemic form in any of the districts in the province during the year under review. Sporadic cases were, however, reported from all the districts and 828 cases in all were treated in the hospitals and dispensaries in the province. The highest number of cases was reported from the districts of Manbhum, Patna, Bhagalpur and Monghyr.

Malaria And Other Fevers.

The high incidence of malaria during the year is reflected in the increased number of deaths from fevers which were 549,009 in the previous year. As in the previous year, North Bihar suffered most. The districts of Purnea, Palamau, Bhagalpur, Darbhanga, Muzaffarpur and Hazaribagh recorded the highest death-rate. All possible measures were taken by the Government for combating the disease. Twenty-one epidemic doctors of the Public Health Department were detailed for malaria duty, whilst 1,981 lbs. of quinine and 50 lbs. of cinchona febrifuge were provided by the department for free distribution in affected areas. A large number of anti-malaria centres and sub-centres were also set up throughout the affected areas.

Kala-azar.

Kala-azar is intimately connected with the same areas north of the Ganges as malaria. The number of cases treated in hospitals and dispensaries was 57,400 in 1935, 68,252 in 1936 and 91,942 in 1937. The rapid rise in incidence from year to year is most noteworthy. The areas most affected by the malady were malaria-stricken districts of Saran, Muzaffarpur, Darbhanga, Monghyr and Purnea. The Government grant for purchase of drugs for Kala-azar treatment has been increased to Rs. 20,000, Rs. 4,000 for Government institutions and Rs. 16,000 for local fund hospitals and dispensaries. Further special measures for treatment and prevention are receiving the consideration of Government.

Tuberculosis.

Tuberculosis is becoming a menacing scourge in India and the adoption of practical measures to combat this disease are required to be worked out and put into practice. The number of cases of tuberculosis of lungs treated in all classes of hospitals and dispensaries was 21,492 as against 20,631 in the previous year. The incidence was more marked in the districts of Patna, Saran and Monghyr. The problem is engaging the attention of the Government and the Medical Department and measures for prevention and treatment

of the disease are being taken. With a view to make a general propaganda against the disease and to aid the adoption of satisfactory measures for its diagnosis, prevention and treatment, a branch of the King George Thanksgiving Fund, Delhi, was opened in this province in the year 1931, and these activities received greater impetus by the formation of an Anti-tuberculosis Association in the province in 1936, under the auspices of the King George V Memorial Fund Association. The Association has devised a detailed and practical scheme, the main object of which is the provision of tuberculosis clinics at each district headquarters for the treatment of early cases of tuberculosis before the curable stage is passed. The appointment of a Provincial anti-tuberculosis expert by Government will, it is hoped, lead to the early organization of district clinics and development of the other measures of relief chalked out by the Association.

Leprosy.

The disease occurs almost throughout the province, but the districts of Champaran, Muzaffarpur, the Santal Parganas and Manbhum treat the largest number of cases. The total number of asylums has increased from five to six during the year. The total number of permanent accommodation in the asylums was 2,100 as against 1,851 in the previous year. The number of lepers resident in the asylums was 2,246 in 1937 against 2,104 in the previous year. Rs. 1,60,486 was spent on the maintenance of these asylums and out of this sum Government contributed Rs. 66,597 while the remainder came from the local bodies. The total number of outdoor clinics working at various places rose from 36 to 41 during the year under review.

Venereal Diseases.

The number of patients treated for venereal diseases increased from 64,235 to 66,268. Both Government and the Red Cross Society give special grants for the treatment of these diseases.

Diseases Of The Eye.

Increased attention was paid to these diseases at hospitals. The number of patients suffering from various kinds of eye diseases treated in hospitals and dispensaries was 493,794 during the year. An annexe for the treatment of these diseases was as usual maintained at the Patna Medical College Hospital, where patients coming from outside for cataract operations or other eye treatment were accommodated.

Health Propaganda And Special Measures.

The Public Health Bureau continued as usual to arouse public health conscience in the masses. Lectures illustrated with magic latern slides and demonstrations on public health subjects were given to the cadets of the Police Training College at Hazaribagh as in the previous year.

School Hygiene.

Out of 11,430 boys and 947 girls examined as many as 4.958 boys and 655 girls were found to be defective or diseased. Besides minor troubles namely, enlarged tonsils, bad teeth, errors of refraction, etc., 38.4 per cent of the students were found to suffer from malnutrition. Pulmonary tuberculosis and leprosy were also noticed in some of them. Any appreciable improvement in the health of the students requires sincere co-operation of parents and guardians who are kept informed of the particular defects in their wards and Government trust that by special propaganda work by school Medical Officers and by arranging lectures and demonstrations in selected centres, co-operation of parents and guardians will be forthcoming in a greater measure in future. The scheme for providing mid-day school lunch on a monthly fee of annas eight per student introduced in the Purulia Zila School in 1934 has now been taken up by quite a number of high schools in the province, and the system is reported to be working satisfactorily.

Public Health Laboratory.

During the year 2,905 samples were chemically and bacteriologically examined as compared with 3,035 samples in the previous year and of these 18 were received from private individuals or firms for analysis on payment of fees. The total number of samples examined was 1,645 as against 1,825 of the previous year. 696 samples of ghee were examined of which 368 or 52.87 were found to be below the standard or adulterated as against 45.14 of the previous year, while 167 were found to be of doubtful purity. Four hundred and ninety-three samples of mustard oil were examined, of which 64 or 12.98 per cent were found to be below the standard or adulterated as against 40.30 of the previous year. One hundred and twenty-seven samples of sweetmeats were examined of which 88 samples or 69.29 per cent were found to have been made of ghee or oil which was below the standard or adulterated as against 49.61 per cent of the previous year. Thirty-five samples of milk were examined out of which 23 or 65.15 per cent were found to be adulterated. One hundred and twenty-four

samples of wheat flour were examined and of these only one or 0.08 per cent was found to be adulterated.

Water-supply And Drainage.

The new drainage scheme in Jharia which was completed in 1935 was maintained in full working order during the year and steps were taken to construct roadside drains in Poddar Kulhi areas. The number of projects either prepared or submitted to Government are the following : provision of an additional tube-well with pumping plant at Sonepur, reorganization of the water-supply scheme at the Central Jail at Bhagalpur, water-supply at the new headquarters at Luathaha (Motihari), Muzaffarpur water-supply reorganization scheme, Monghyr water-supply reorganization scheme, and the extension of water-supply, drainage and sewerage at the Itki Sanatorium.

Jharia Mines Board Of Health.

The Jharia Mines Board of Health controls the sanitation of Jharia and the neighbouring areas which extend over an area of 787 square miles and covers the whole of the Dhanbad subdivision with the exception of Dhanbad municipality. The total population of the area served by the Board was 536,480 as against 531,401 in the previous year. The average daily labour force increased from 61,000 to 62,000. The total number of births during the year was 14,791 giving a birth-rate of 27.57 as against 25.93 of the previous year, while the total number of deaths was 8,320 recording a death-rate of 15.50 as against 16.10 of the previous year. This is due to the fact that there was no epidemic in the mining area during the year. Infant mortality was 92 as compared with 102 in the previous year. The five-years' housing programme introduced last year continued to make satisfactory progress during the year under review. Licenses for 29,016 dwelling houses were issued during the year and of these 24,996 licences were issued for permanent structures. The work in connection with child welfare scheme was continued as in the previous year. The whole area is divided into three circles, namely, Sijua, Kenduadih and Jharia.

Medical Institutions.

The number of hospitals and dispensaries rose to 603 during the year. The increase was due to the fact that 11 new dispensaries were opened during the year and six dispensaries, though previously opened, were recognized and brought on the list during the year. The total number of patients treated in all classes of hospitals and dispensaries in the province was 7,502,226 during the year as against 6,624,488 in the previous year.

Medical Aid To Women.

The number of separate hospitals for women remained the same as in the previous year. There were lady doctors attached to almost all the sadr and subdivisional hospitals. In order to guarantee the facility of providing uninterrupted female medical aid at the sadr and subdivisional headquarter stations, a special lady Medical Officer has been entertained at the Patna Medical College Hospital whose duty is to act for the lady doctors of the hospitals at these places when they proceed on leave. With a view to provide better medical aid to *purdah* women two qualified lady doctors are attached to the Darbhanga Medical School Hospital and the Patna Medical College Hospital.

The Provincial Committee of the Lady Dufferin Fund did its best for the relief of suffering womankind within its limited income. In 1937 it gave grants totalling Rs. 18,447 for the maintenance of lady doctors and nurses at various hospitals.

The Provincial Maternity and Child Welfare Society was another body which has done much for the relief of women in the province. The total number of child welfare centres maintained by the Society was eight and the money expended by the society on the maintenance of these centres was Rs. 15,780 during the year. Besides, the midwifery centres maintained by Government and local bodies did good work during the year. This branch of social activity still needs more attention from the general public and those in charge of rural administration.

Medical Education.

The Patna Medical College, which has now completed 12 years of its existence, ranks among the best medical colleges in India. The M.B., B.S. degree of the Patna University has been recognised by the General Medical Council of Great Britain. A committee of the Medical Faculty of the University drew up during the period under review a new curriculum for the Patna Medical College in accordance with the recommendations of the Medical Council of India. The college admits 40 students to the first year class every year. The total number of students in the college was 260 during the year. Seventy students appeared for the final M.B., B.S. examination during the year of which 37 passed. The Darbhanga Medical School continued to show progress. In all, 600 students were admitted in the school during the last three years, namely, 1935, 1936 and 1937, and 118 left the school after passing the final L.M.P. examination of the Bihar and Orissa Medical Examination Board.

Mental Hospitals.

The Ranchi European Mental Hospital continued to function satisfactorily under Major M. Taylor, I.M.S., Medical Superintendent. The hospital is intended for sufferers from nervous and mental diseases who are by birth Europeans, Anglo-Indians or Americans and resident in Bengal, the United Provinces, Assam, the Punjab, the North-West Frontier Province, the Central Provinces and Berar, Baluchistan and Bihar and Orissa. It also admits such patients as are transferred from other provinces or Native States provided the Governments of those provinces and States agree to bear the proportionate cost of maintenance of such patients and the Government of Bihar agree to their admission. The bed capacity of the hospital was increased to 296. Ten of these beds are available for Indian paying patients who live in European style. The hospital is recognised as a teaching school for diploma in psychological medicine of the London University and other schools and also by the Royal Medico-Psychological Association for the Certificate of Proficiency in Mental Nursing. The examinations for the certificate of Proficiency in Mental Nursing granted by the Royal Medico-Psychological Association of Great Britain and Ireland were conducted in India for the first time at this hospital in 1936. Eight nursing sisters appeared at the final examination and three members of the staff at the preliminary examination. The statement below shows the number of patients treated during 1937 and the results of treatment :—

1937.

1.	Average population	230.13
2.	New admissions (including readmissions)	53
3.	Discharged cured—	
	Total	26
	Percentage	11.15
4.	Deaths—	
	Total	9
	Percentage	4.05
5.	Cost per head exclusive of Public Works Department charges	Rs. 1,218

The Ranchi Indian Mental Hospital also worked satisfactorily under Lt.-Col. J. E. Dhunjibhoy, I.M.S. The high standard of

efficiency for which the hospital has been famous since its inception has been maintained. The hospital provided accommodation for 1,108 male and 272 female patients during the year. The hospital has been recognized for Post-Graduate study for the Diploma in Psychological Medicine of the Universities of London and Edinburgh. The table below shows the number of patients treated during 1937 with results :—

1937.

1. Average population 1322.93
2. New admissions (including readmissions) 154
3. Discharged cured—
   Total 84
   Percentage 6.35
4. Deaths—
   Total 39
   Percentage 3.13
5. Cost per head exclusive of Public Works Department charges ... Rs. 331-0-4

Itki Sanatorium.

The Itki Sanatorium, 16 miles to the west of Ranchi town, has been in existence for 9 years. It affords treatment for persons suffering from tuberculosis. To meet the increasing demand for admission the total bed capacity has been increased to 128. Many cases come in in an advanced stage too late to receive the full benefits of Sanatorium treatment. The following table shows the number of patients treated during the year and the result of treatment :—

Year.	Number of admissions.	Total number treated.	Number of discharge.	Arrested.	Much improved.	Improved.	Number of discharge otherwise.
1	2	3	4	5	6	7	8
1937 ...	139	229	114	11	37	25	41

The Radium Institute.

The number of patients treated at the Radium Institute, Patna, rose from 812 in 1935 to 945 in 1937. In nearly half of the total number of cases of cancer treated at the Institute the disease was inside the mouth

and the widely prevalent practice of constant chewing of *pan* and *khaini* was reported to be responsible for the large majority of cases of cancer of the cheek and mouth.

The Pasteur Institute.

Three thousand four hundred and ninety-nine patients were treated during 1937 at the Pasteur Institute at Patna. Of these 2,824 completed treatment and were cured. As a result of the introduction of a scheme of decentralisation of anti-rabic treatment, facilities for pasteur treatment of dog-bite cases were extended to various sadr and subdivisional hospitals in the province where anti-rabic centres were opened. The vaccine is manufactured and supplied by the Institute free of cost to all the recognized centres. Nine medical officers were given training in anti-rabic treatment for carrying on the work at the seven anti-rabic centres opened during 1937.

St. John Ambulance Association.

Efforts were made during the year to reorganize and revitalise the St. John Ambulance Association in the province, so that it might be able to carry on its good work more effectively. A scheme was under consideration to reorganize the local centres in the sixteen districts with a view to give lectures and practical demonstrations for the St. John Ambulance Certificate in first aid at the Patna Medical College and the Darbhanga Medical School and at other educational institutions as well as in mines, factories and to the general public and arrange for similar lectures and demonstrations for nurses and other women who wish to join and to form Ambulance and Nursing Divisions of those holding the first Aid and Nursing Certificates.

Important measures and activities in 1938-39.

Rural Medical Relief.

A scheme for subsidising medical practitioners in rural areas has been formulated. It is proposed to make a beginning with four medical practitioners in each district with a subsidy of Rs. 40 per month to a medical graduate and Rs. 30 per month to licentiates and to Ayurvedic, Tibbi and Homœopathic practitioners. Under the scheme a further subsidy in the shape of medicines up to a maximum of Rs. 240 is proposed to be allowed. Government will be prepared to meet two-thirds of the cost of the scheme for three years provided the balance is met by the district boards concerned. It is proposed to make a provision of Rs. 50,000 for the purpose in the next year's budget.

Nursing Facilities.

Government have decided to improve the nursing facilities available at the Patna Medical College Hospital and with that object to reorganize

the whole nursing establishment of that institution. Their particular concern, however, has been to get a larger number of Indian nurses and with a view to attain that object, substantial increments in emoluments to Indian probationer nurses and Indian staff nurses have been given.

Medical Education For Women.

Government have endeavoured to encourage the spread of higher medical education amongst women as they recognize that without it proper medical aid will not be available to the mothers of the province. For that purpose they have sanctioned six scholarships of Rs. 30 each for lady students taking up the study of medicine, three at the Patna Medical College and three at the Darbhanga Medical School.

Tuberculosis Clinics.

Government have sanctioned a grant of Rs. 10,000 to the Anti-Tuberculosis Association towards the establishment of tuberculosis clinics in each district in each of the two years 1937-38 and 1938-39 and a similar provision is being repeated in the next year's budget.

Anti-malarial Work.

An anti-malarial scheme for the district of Muzaffarpur at an estimated cost of Rs. 38,000 (of which the district board will contribute Rs. 7,600) has been sanctioned by Government. Two Ayurvedic and one Tibbi centres have also been opened for combating malaria in that district. Besides this, Government have sanctioned a drainage scheme for Majorganj area in the district of Muzaffarpur at an estimated cost of Rs. 29,613. Government have also sanctioned grants aggregating Rs. 24,000 this year to other district boards, namely, Bhagalpur, Purnea, Champaran, Ranchi, Singhbhum, Manbhum and Darbhanga for anti-malarial measures, and a further grant of Rs. 14,000 for purchase of quinine for free supply. Government also propose to provide Rs. 60,000 in the next year's budget for anti-malarial work in the districts.

Nutrition Survey.

A Public Health Nutrition Scheme has been sanctioned with a view to suggest adequate diet at a minimum cost and to advise on the best possible diet for the money spent and generally for improving the dietary value of the food consumed by the people.

Other Public Health Measures.

Government are alive to the necessity of combating plague at Bettiah for which a temporary plague hospital was opened there from January 1938. One travelling dispensary is also

contemplated to be set up in the next year for use during plague and other epidemics.

Government have trained 23 youths of the province in village home sanitation and Septic tank construction in Ushagram, Asansole, with a view to enable people to have their services in places where trench latrines are not possible and *mehtars* are not available for trenching night-soil of ordinary bucket latrines.

Government have also been considering the reorganization of the Public Health Service by the addition of six posts of Government Health Officers for lending their services to six district boards which have no health officers at present, exclusion of public women from *melas* and fairs by undertaking necessary legislation, mitigating nuisance arising from effluents from factories, the extension of the Food Adulteration Act to railway stations lying outside municipal areas and amendment of the Food Adulteration Act.

Schemes Under Consideration.

The following new schemes are under the consideration of Government :—

(1) Reservation of a certain number of seats at the Darbhanga Medical School for students of Chota Nagpur and the Santal Parganas and creation of special scholarships for aboriginal students.

(2) Establishment of travelling eye hospitals in rural areas.

(3) Expansion of the Patna Medical College Hospital with particular reference to the opening of wards for middle class paying patients and the construction of a children's hospital, provision for extra accommodation for in-patients at the hospital and of an isolation hospital.

(4) Making adequate provision for intensive leprosy work in Manbhum and in other districts and also for Kala-Azar measures in North Bihar.

(5) Construction of a cheap tuberculosis sanatorium at Patna.

(6) Creation of two posts of (Assistant Surgeon) teachers in Opthalmology and Forensic Medicine for the Darbhanga Medical School.

(7) Construction of a guest house and recreation hall for the Itki Sanatorium.

CHAPTER VII

Maintenance Of Peace, Administration Of Justice And Jails

The Police.

A notable feature of the year was the efforts made to establish better relations between the police and the public. The Hon'ble the Prime Minister laid particular emphasis on the importance of fostering better relations between the police and the public in various speeches he made to the police force, and the officers of the Department used their best endeavours towards this end. His advice to the police force may be summed up in the following striking passage in one of his speeches:—" Their attitude towards the public must be of helpfulness and service. They must protect the oppressed from the oppressor however poor or low placed the former may be and however rich or high placed the latter may be. They must protect everyone in the due enjoyment of his rights and must by their action make every citizen feel that his honour, life and property are safe in their hands. Once the entire service is imbued with this ideal of service, I am sure it will rise high in the estimation of the people and it will then certainly be a proud day for me."

The Kisan agitation and the communal situation necessitated greater vigilance on the part of the police force and put a heavy strain on them. The Kisan Sabha continued vigorous propaganda against the zamindars and expressed dissatisfaction with the agrarian legislation sponsored by the Congress Ministry. The agitation centred mainly around the question of the possession of Bakasht lands and the storm centres were the district of Gaya, the Tal area of Monghyr and the adjoining tracts of the Patna district.

The communal situation became worse during the year. The Bakrid festival, except for minor incidents in Gaya and Shahabad, was peaceful. But the Muharram festival was marked by a riot at Jharia (Dhanbad) where cracker bombs were thrown at two processions. During the Holi festival the Muslims of Jamnikola, police-station Godda, resisted the passage of a Hindu procession and both the Hindus and the police were attacked. In April 1937, a serious riot occurred at Bhui, police-station Silao in the district

of Patna in which several persons were injured, some of them fatally. In the same month a chance quarrel at a large mela in Deo in the district of Gaya led to widespread looting of Muhammadan stalls in the mela and some sixty Muhammadans were injured. In the same area another riot occurred at a cattle fair at Madanpur in July 1937. In November 1937, another riot, accompanied by incendiarism, took place at Khairati, police-station Dharauli in the district of Saran. There were increasing indications of communal ill-feeling in many parts of the province. During the last quarter of the year, there was widespread Muslim League activity in this province and numerous branches of the League were formed.

In 1937 a sum of Rs. 20,052 was spent in rewards to 4,054 policemen for meritorious services, while 1,434 members of the public were rewarded to the aggregate of Rs. 6,874 for the assistance rendered to the police force. 102 criminal charges were made against members of the police force, of which, however, 4 were declared to be true, 22 false, 33 were dismissed, 5 withdrawn, 12 ended in conviction, 11 in acquittal and 15 were pending at the close of the year. The total number of police officers and men on whom judicial and departmental punishments were imposed was 93 and 471 respectively against 74 and 414 respectively in the previous year. Of these, 4 officers and 48 men were dismissed, and 42 officers and 79 men preferred appeals against major punishments, of which in 83 cases the orders passed were upheld, in 28 they were modified or reversed, in 3 they were enhanced and 7 were pending at the close of the year.

The estimated expenditure on the police force for the year 1937-38 was Rs. 78,71,710, including Rs. 7,23,392 on account of village police now accounted for in the police budget according to the changed system of accounting introduced from the 1st April, 1937. The total grant for the construction and the maintenance of police buildings was Rs. 4,01,672 or Rs. 62,358 less than in the previous year. Administrative approval was accorded to four earthquake reconstruction projects involving the erection of 15 buildings at a total cost of Rs. 73,851. In order to deal with increasing motor traffic Government approved special traffic police for Patna, Dhanbad and Jamshedpur.

The services of the Military Police were frequently in demand during the year. Detachments of the Gurkha Military Police were deputed to Tatanagar and Adra for the Bengal Nagpur Railway strike, to Ghatsila for the industrial strike and Gaya for

the Kisan agitation, of the Bhagalpur Military Police to Jehanabad (Gaya) as a precautionary measure against agrarian riots and of the Mounted Military Police to Bikramganj (Shahabad) for the Bakr-Id, to Sasaram for the Muharram and to Sheikhpura and Burhee (Monghyr) owing to agrarian disputes. All units maintained a high standard of efficiency and discipline.

Illiteracy among police men is now rare and only those who are literate can aspire for appointment as police constables. Out of the 461 men appointed during the year, 86.1 per cent were able to read and write well and 10.7 per cent fairly well. The majority of the constables can read and write their own language and many are able to read and write English numerals and characters. Training in " first-aid " was given to 141 policemen, of whom 108 passed, 3 failed, 1 could not appear at the examination owing to illness and the rest were still under training at the close of the year.

The work by the village police was on the whole satisfactory. There were a number of cases in which chaukidars rendered valuable services in the detection of crime. In Sasaram a daffadar, on patrol with 4 chaukidars, assisted the villagers in resisting a gang of dacoits. In Bhagalpur, a chaukidar arrested a notorious criminal although he was severely injured in the struggle. In Ranchi, a chaukidar arrested an absconder for murded, the latter still having in his possession the blood stained knife. In Singhbhum, a chaukidar collected Santal villagers armed with bows and arrows and a man who owned a gun and drove off a gang of dacoits. Rewards amounting to Rs. 55,328 were distributed among 16,171 men (28.8 per cent of the rural police) while 32.4 per cent of the rural police were punished. The number of chaukidars dismissed during the year was 615.

Revolutionary Crime.

The year was free from terrorist crime and the situation continued to be satisfactory. In May, however, a bomb exploded on the banks of the Ganges in Patna City injuring two of the youths engaged in preparing it. One of the injured persons was an ex-convict of the Alamganj Bomb case of 1933. In August an ex-internee under the Bihar and Orissa Public Safety Act, who had been released from internment, and two others were arrested at Madhubani railway station in possession of an unlicensed revolver and cartridges. The ex-internee was sentenced to six months' rigorous imprisonment but this sentence was later reduced to two months on appeal.

Crime.

The total number of true cases of cognisable crime rose from 35,294 cases in 1936 to 35,596 in 1937. Better reporting of crime, the economic depression and pre-occupation of the police with more pressing duties accounted for the increase. Robbery increased by 9.7 per cent, murder by 4.7 per cent and riots by 4.2 per cent. There was a slight increase in ordinary thefts and a very slight decrease in burglary. Cattle theft decreased by 39.5 per cent and dacoity by 4.5 per cent.

The number of recorded non-congnisable crime decreased from 67,008 to 63,917. The greater part of the decrease is represented by cases under special and local laws.

The value of property stolen during the year 1937 was Rs. 21,53,628 against Rs. 14,58,649 last year and the value of property recovered was Rs. 1,39,970 against Rs. 1,71,537. The percentage of cases in which recovery was made decreased from 28.2 to 26.6.

Murder.

There were 273 true cases of murder against 260 last year. Of these 130 cases against 347 persons were tried of which 69 (53 per cent of the cases tried) involving 109 persons (31 per cent of those charged) ended in conviction. Ranchi district continued to be the most murderous. Belief in witchcraft, chiefly among the aboriginal classes, was responsible for 19 murders and the aberrations of love and the spirit of revenge accounted for 17 per cent of the total murders. Some of the remarkable cases of murder may be mentioned individually. In Manbhum, an extortionate money-lender was brutally murdered and in another case a father being stricken with poverty killed his five-year old son. In Ranchi, a woman was killed by her co-villagers as she was suspected to have caused an epidemic of cholera by her ' witchcraft ' and an old man was murdered by two of his co-villagers who suspected him to have brought illness into their families. There was also a case of human sacrifice and another of patricide in the same district. There were 148 true cases of culpable bomiside not amounting to murder. This was three more than in the previous year.

Riots.

Riots and unlawful assemblies rose from 668 to 698. Patna and Monghyr recorded the most noticeable increase, which is attributed to the agrarian unrest due to the Kisan agitation. Monghyr continued to head

the list in this form of crime with 120 cases. 43 riots and unlawful assemblies were due to communal clashes. Among the cases which may be noticed one was in Bhagalpur in which a man was decapitated by a sword, the mob in this case being led by 3 persons mounted on an elephant. In another case in Hazaribagh a Sub-Inspector of Police fired his revolver in the air to scare away a gang of criminals who were about to attack him.

Dacoity.

It is satisfactory that there was a further considerable decrease in this form of crime during the year, the number of true cases being 259 against 364 last year. This result was, to a large extent, due to the operation of special armed dacoity forces and the services of a special investigating staff. The most noticeable decreases occurred in Manbhum (20 against 53), the Santal Parganas (29 against 52), Saran (24 against 45), Bhagalpur (23 against 36), Gaya (15 against 24), Hazaribagh (7 against 17) and Darbhanga (5 against 13). The percentage of cases placed on trial rose from 27 to 31 and that of successful prosecutions from 65 to 68. The percentage, however, of persons charged with the offence who were convicted remained unchanged at 46.4.

Instances of the stout resistance of the people to dacoits and of smart and courageous action by the police in tackling dacoits are not wanting. In a case of Bhagalpur the villagers bravely resisted a gang of dacoits killing one and injuring two of them and in a case of Champaran the inmates resisted the dacoits and captured one of them. In another case the jingling noise produced by some ornaments which a dacoit was carrying, roused the suspicion of some cartmen who arrested him and produced him before the police. In Saran, the local police surprised a gang while it was raiding a house and succeeded in arresting two persons on the spot and 7 later on. In Singhbhum, a gang of Punjabis while returning from a dacoity was intercepted by a constable who, with the aid of the Assistant Station Master, arrested 4 of the gang with stolen property.

Robbery And Burglary.

The number of true cases of robbery rose from 212 to 236. These cases included 42 cases of highway robbery, 4 of train robbery, 3 of mail robbery and 1 of robbery by administering poison. Marked increases occurred in Patna, Monghyr and Palamau and satisfactory decreases in Hazaribagh and Manbhum. 40 per cent of the cases reported were sent up for trial of which 77 per cent ended in conviction against 78 per cent in the previous year.

True cases of burglary decreased silghtly from 16,647 to 16,588. The decrease was most marked in Shahabad, Santal Parganas, Manbhum and Singhbhum, while there was an appreciable increase in Patna, Saran, Muzaffarpur and Monghyr. 8.5 per cent of the cases were attempts; in 28.5 per cent no property was stolen and in 15.8 per cent the value of property stolen was below Rs. 5. The incidence of this form of crime per 10,000 of the population was 4.4. Of the cases reported 8.1 per cent were sent up for trial and 6.8 per cent of the cases reported ended in conviction against 7 per cent last year.

Theft.

True cases of ordinary theft rose from 9,271 to 9,501. Marked increases occurred in Gaya, Shahabad, Saran and Monghyr, while appreciable decreases occurred in Purnea, Ranchi and the Santal Parganas. In all 2,576 cases with 8,990 persons were tried, of which only 90.6 per cent ended in conviction and of the persons tried 42.8 per cent were convicted. Cases of cattle theft decreased by 40 per cent, there being only 546 cases during the year against 762 in the previous year. 296 cases were tried of which 91 per cent ended in conviction.

Offences Against Currency.

There were 19 cases of note-forgery against 15 in the previous year. There were no convictions in these cases. Of 29 true cases of coining, however, 19 resulted in the conviciton of 30 persons.

Fatalities.

The number of true cases of culpable homicide slightly increased from 145 to 148, while that of infanticide rose from 12 to 22 during the year. Cases of suicide, however, decreased from 657 to 618, of which 242 were men and 376 women and children. Of the total number of cases (12,707) reported of deaths by accidents, 25 proved to be cases of murder and 5,051 of drowning. Snake-bite was responsible for 3,985 fatalities and wild beasts for 299. While in the western countries road accidents take a heavy toll, such was not the case in Bihar, where during the year only 89 deaths were due to motor accidents.

Railway Crime.

On the railways true cognisable cases rose from 998 to 1,057, while the number of deaths due to railway accidents rose from 353 to 510. This large increase under the latter head is due to the Bihta smash on the East Indian Railway. 25 cases of obstruction were reported, of which 12 were on the Bengal and North-Western

His Excellency Sir Maurice Hallett inspecting the scene of the Bihta train disaster.

Railway and 13 on the East Indian Railway. There were 5 cases of collision with no loss of life. 74 cases of suicide were also reported on the railways.

Other Crimes.

There were 220 true cases of arson, of which 45 were brought to trial and 20 ended in conviction. True cases of mischief to animals numbered 145 of which 64 were sent up for trial and 52 ended in the conviction of 88 persons. Out of 580 true cases of cheating reported during the year, no less than 135 were of professional cheating. 201 cases with 801 persons were tried and the percentages of persons and cases resulting in conviction were 33 and 90 respectively. Out of 178 professional swindlers tried, 117 were convicted.

False Cases.

As compared with the previous year, a slightly larger percentage of the persons who brought maliciously false cases were prosecuted but a slightly smaller percentage of those prosecutions resulted in convictions. The number of cases that were declared to be maliciously false slightly decreased from 1,274 to 1,203. Prosecutions were ordered in 344 such cases, of which 118 cases involving 118 persons ended in conviction. Compensation under section 250 of the Criminal Procedure Code was also awarded in 23 cases. The percentage of prosecutions to maliciously false cases rose from 24.01 to 28.5 and varied from 70.3 in Dhanbad to 14.2 in Singhbhum, while the percentage of conviction to the number prosecuted was 34.37, Dhanbad showing the highest percentage of convictions.

Surveillance.

The year closed with 24,486 persons on the police surveillance list, of which 3,494 were in jail, 2,075 were untraced and 18,917 were under actual surveillance. The system of teaching constables to recognise bad characters produced fair results. Arrests by picketing parties rose from 323 to 519, of which 369 were convicted and 62 were under trial at the close of the year. 2,626 officers and men were employed on town patrol duty. Burglaries in towns rose from 2,479 to 2,767. 332 persons were rounded up by town patrols, of whom 154 were convicted. Inadequate street-lighting is still reported to hinder the task of these patrol parties though the total number of street lamps increased from 16,240 to 17,984. In addition to the regular patrols on the Nepal frontier, certain important roads in the province were systematically patrolled. Temporary road patrols were also deputed to certain crime-affected areas.

Criminal Investigation Department.

The number of history sheets of criminals maintained by the Intelligence Bureau slightly increased from 3,870 to 3,942. At the close of the year there were 5,038 registered members of the criminal tribes against 5,495 in the previous year. The decrease was due to the removal from the register of the names of a number of members belonging to various tribes and gangs. The number of registered members convicted was 333 under the Criminal Tribes Act and 90 under the Indian Penal Code. The working of the Criminal Tribes Act was investigated by Inspectors of the Department in various districts. The rules framed under section 20 of the Act were revised and approved by Government.

The number of questioned documents received for examination increased from 90 to 106. The photographic section recorded the photographs of 196 prisoners, 1,058 manuscripts and 313 finger prints in addition to miscellaneous work. The Finger Print Bureau examined 5,233 slips and identified 928 old criminals, while 8,282 new slips were placed on record and 815 were eliminated, thus raising the total on record to 179,239. Finger Print Experts gave evidence in 380 cases, of which 340 were private cases, and furnished opinions in 1,079 cases. The Bureau continued to be self-supporting, the fees received being Rs. 26,198 and the cost of maintenance being approximately Rs. 23,000 during the year. The system of indexing finger print slips is being modernised.

Motor Vehicles.

The number of registered vehicles rose from 7,528, including 391 lorries and 1,160 buses, to 8,176, including 520 lorries and 1,168 buses. The tax collected amounted to Rs. 2,56,333-10-1 during the half-year ending 30th September, 1937 against Rs. 2,13,977-10-6 for the corresponding period of 1936. 1,029 new licenses were issued and 9,476 old licenses were renewed during the year. 488 persons were injured in motor accidents of whom 89 died. There were 2,451 prosecutions under the Motor Vehicles Act, 205 under the Motor Taxation Act and 256 under the Indian Penal Code.

Criminal Justice.

93,380 criminal cases were reported during 1937, of which 52,561 were offences under the Indian Penal Code and 40,819 under special and local laws, an increase of 1,512 or 3 per cent, and a decrease of 5,416 or 11.7 per cent respectively as compared with the figures for last year. The largest increases were in Purnea (1,222 or 21.6 per cent) and Singhbhum (262 or 6.9 per cent). The increase in Purnea is stated to be due to the better economic condition of the

people, while in Singhbhum it is ascribed to an increase in the number of cases under the Motor Vehicles Act, Excise Act and Municipal bye-laws. Complaints were dismissed in 14,913 cases and the number of cases declared to be false after trial or enquiry was 1,137 or 137 more than last year.

Magisterial Courts.

At the opening of the year 3,015 cases were pending before Magistrates. During the year 67,641 cases were brought to trial, of which 67,298 were disposed of, and 3,357 remained pending at its close. Of the total number of cases disposed of 656 were committed or referred to courts of Sessions, while 66,642 were finally disposed of by Magistrates. In the latter cases, 115,676 persons were accused as against 120,519 in the previous year; 55,247 or 47.8 per cent were convicted; and 60,429 or 52.2 per cent were acquitted or discharged.

Courts Of Sessions.

The number of cases committed for trial or referred to the Sessions Courts during the year was 656. Of the 622 cases tried by these courts, 467 were tried by Sessions Judges and Additional Judges and 155 by Assistant Sessions Judges. There were increases in the number of such cases in the districts of Shahabad (57 to 76) and Champaran (49 to 67) in comparison with the preceding year. There were altogether 2,716 persons under trial before the courts of Sessions, of whom the cases of 2,001 were decided and 711 remained pending. Of the persons tried, 928 were convicted, 1,005 were acquitted or discharged, while the cases of 68 were referred to the High Court under sections 307 and 374 of the Criminal Procedure Code.

Duration Of Sessions Cases.

The average duration of sessions trial from the date of commencement to the date of decision was 80.9 days against 71.6 days in the previous year. The duration was especially long in the districts of the Santal Parganas (161 days), Bhagalpur (129 days), Hazaribagh (128 days) and Ranchi (114 days), attributed mainly to the congestion in the sessions files. The most notable decrease was in the districts of Saran (from 73 to 55 days) and Shahabad from 64 to 49 days).

Trials By Jurrors And Assessors.

The system of trial by jury remained unchanged and was continued in all the districts in which it prevailed. The number of persons tried by jury during the year was 493 and the verdict of the jury was accepted in respect of 479 persons, while in

respect of 14 persons references were made to the High Court by the Judges under section 307 of the Criminal Procedure Code. Opinion on the working of the jury system continues to be divided. The whole question is engaging the attention of the High Court who are to make their recommendations for improving the system to the Provincial Government.

The number of persons tried with the aid of assessors was 1,401. In the cases of 781 persons, the Sessions Judges agreed with the opinion of the assessors and in the cases of 227 persons differed from the opinion of all. In the cases of 393 persons they, however, differed with only a few of the assessors.

Appeals.

In the Sessions Courts there were 231 appeals pending at the beginning of the year and during the year 2,825 appeals were preferred. The number decided during the year was 2,730 and 326 were pending at its close. There was an increase in seven Sessions divisions and a decrease in four, the largest increase being in the Sessions division of Patna (62) and the largest decrease in Chota Nagpur (99). The number of persons concerned in the appeals decided by the Sessions Judges was 5,260 of whom 2,982 or 56.7 per cent failed completely. The appeals of 1,418 or 27 per cent were summarily dismissed. Of those whose appeals were admitted, 1,564 or 40.7 per cent were altogether unsuccessful, 928 or 24.2 per cent obtained a reduction or alteration of sentence, 1,315 or 34.2 per cent were acquitted, in the cases of 34 or .9 per cent new trial or further enquiry was ordered and the case of one person was referred to the High Court.

In the courts of Magistrates there were 168 appeals pending at the beginning of the year. During the year 2,688 appeals were preferred of which 2,634 were decided and 222 remained pending at the close of the year.

During the year 298 appeals were preferred in the High Court. 272 such appeals were decided and 32 remained pending at the close of the year. Of the appeals preferred, 256 were against sentences passed by courts of sessions, 32 were against sentences passed by Magistrates acting under section 34 of the Criminal Procedure Code and 6 were under section 476-B of the Criminal Procedure Code. In addition, there were four appeals by Government against orders of acquittal. The orders of the lower courts were upheld in 196 out of 272 appeals decided, reversed in 29 and modified in 45. In two cases the sentence was enhanced.

Death Sentences.

Forty-two references under section 374 of the Criminal Procedure Code, for confirmation of sentences of death, were made to the High Court during the year besides the one that was pending from the previous year. 33 references in which 44 persons were concerned were disposed of. The sentence of death passed on 21 persons was confirmed and that passed on 12 was commuted to transportation for life. 4 others had the sentence set aside and were acquitted, while the conviction of 7 persons was altered and they were sentenced to rigorous imprisonment varying from 5 to 10 years. 10 references involving 11 persons remained pending at the end of the year.

Panchayat Courts.

There were altogether 120 *panchayat* Courts in the province during the year, of which 94 were in the district of Muzaffarpur alone. In this district these courts disposed of 1,708 cases. On the whole the courts worked satisfactorily and afforded some relief to the Magistracy by disposing of a number of petty disputes.

Complaints By Courts.

During the year 777 cases were instituted on the complaints of courts and 118 were pending at the opening of the year. 484 of these cases ended in conviction and 267 in acquittal, 31 cases were withdrawn, one was dismissed, in 2 the accused persons escaped, proceedings in 5 cases were dropped, in 2 cases the accused persons were committed to the Courts of Sessions and 103 cases remained pending at the close of the year.

Receipts.

The fees and fines realised in criminal courts amounted to Rs. 8,33,346, Rs. 3,34,465 being fines, Rs. 77,620 process fees, Rs. 1,49,758 copying and comparing fees, Rs. 2,43,450 court-fee stamp receipts other than the above and Rs. 28,053 miscellaneous receipts.

Magisterial Staff.

The magisterial staff of the province at the close of the year consisted of 274 stipendiary and 108 honorary magistrates. Of the 274 stipendiary magistrates, 159 exercised first class, 90 second and 25 third class powers. Of the honorary magistrates, one was a Special Magistrate under section 14 of the Criminal Procedure Code.

Civil Justice.

The volume and nature of the litigation coming before the courts during the year seem to indicate that the economic depression from which the small agriculturists have so long suffered has begun to lift. The

number of original suits instituted in the province was 199,012, an increase of 11 on the previous year's figures. There was an increase in litigation in five districts and decrease in six. The increase was most marked in Manbhum-Singhbhum (+3,258) and Saran (+1,284) and the decrease in Bhagalpur (—2,346) and Gaya (—1,826). Of the suits instituted, 38,872 were for money or movable property, 147,101 were rent suits and 13,039 were title and other miscellaneous suits, showing an increase of 3.1 per cent, a decrease of 0.9 per cent and an increase of 1.9 per cent, respectively, as compared with the figures for the previous year. The value of the suits instituted amounted to Rs. 4,39,83,431, an increase of Rs. 13,82,377 as compared with the previous year. Out of a total of 316,346 suits for disposal, 195,478 were disposed of during the year. The number of suits for disposal decreased by 27,796 and the number disposed of by 29,481 as compared with the previous year. The average disposal of suits in the courts of Subordinate Judges decreased from 282.8 in 1936 to 191.2 in 1937 and that of suits in the courts of Munsifs decreased from 3,050.6 to 2,660.5. The total amount realised in courts, other than small cause courts, was Rs. 1,80,87,785. The coercive measures employed included in 288 cases the arrest of the judgment-debtor; in 445 and 43,999 cases, respectively, the sale of movable and immovable property and in 36,491 cases the attachment of property followed by its release. Possession of immovable property was given in 981 cases.

Civil Appeals.

The number of civil appeals and miscellaneous cases preferred before the High Court during the year was 2,372 in all. In addition there were 2,724 such cases pending from the previous year. Of the total number preferred, 1,734 appeals and 924 miscellaneous cases were decided during the year. 2,438 appeals and miscellaneous cases were pending at the close of the year.

In the appellate courts subordinate to the High Court the appeals instituted numbered 4,981, a decrease of 462 over last years's figures. Appeals disposed of numbered 5,184, 154 more than in the previous year, of which 2,521 or 48.6 per cent were decided by District and Additional District Judges and 2,663 or 51.4 per cent by Subordinate Judges. At the close of the year 3,917 appeals remained pending, this being 84 less than at the end of 1936. In 2,758 cases or 53.2 per cent of the whole, the judgment of the lower court was affirmed, in 850 cases or 16.4 per cent it was

modified, and in 754 or 14.5 per cent it was reversed, 122 appeals or 2.4 per cent were remanded and 700 or 13.5 per cent were either dismissed for default or otherwise not prosecuted.

Judicial Staff.

Besides the permanent personnel of the High Court, two temporary posts of Additional Judges were created during the year, one from the 20th September, 1937, to the 27th September, 1938, and the other from the 20th November 1937 to the long vacation of 1939. The permanent civil judicial staff subordinate to the High Court consisted of 17 District Judges, including 6 peripatetic Additional District Judges, 24 Subordinate Judges and 79 Munsifs. Four Munsifs on probation were confirmed and three new probationers were appointed.

Miscellaneous.

The new rules regarding the issue of commissions requiring a knowledge of surveying are reported to be working satisfactorily. During the year the total number of commissions issued was 1,207 of which 888 or 73.6 were executed by pleaders holding certificates of proficiency in surveying, 261 or 21.6 per cent by other pleaders and 58 or 4.8 per cent by Bachelors of Civil Engineering or persons having other prescribed qualifications. The total amount of fees paid in respect of these commissions was Rs. 43,584. The number of commissions of other kinds issued was 838 and the total amount of fees in respect of them was Rs. 16,844.

The accounts of estates under the fiduciary control of the civil courts, the annual income of which exceeds Rs. 4,000, continued to be audited by the Local Audit Department. The system continues to work satisfactorily and the regular audit of these estates has thereby gained in effectiveness and utility.

The provisions of the Usurious Loans Act, 1918, were applied by the subordiante courts in all cases where it was necessary to use them and rates of interest were reduced where they were found excessive.

The system of permitting service of summons on witnesses by parties or their agents continued to work satisfactorily. 31,698 such processes were made over to the parties during the year as against 31,516 in the previous year. The innovation did not, however, make it possible to reduce the process-serving establishment in any judgeship, the reason in most cases being that the number of peons is still less than the maximum permitted by the rules.

During the year the Provincial Government declared Nastaliq Urdu to be an optional court script for all the civil and criminal courts in the Patna, Tirhut and Bhagalpur Divisions except the districts of the Santal Parganas. The Roman script has also been declared to be an optional court script for courts in the Patna Division.

Other More Recent Measures.

Several improvements were effected in the judicial administration of the province during the year. The following are some of the important measures taken in that direction by the new Government :—

The Registrar system was extended to the civil courts at Monghyr as an experimental measure for three years with a view to reduce corruption. A circular was issued to all District Judges suggesting methods for dealing with corruption in the civil courts, while another circular was issued to all Commissioners of Divisions asking them to draw the attention of the District Magistrates to the necessity of complying with the instructions issued by Government from time to time to prevent delays in the disposal of criminal cases and undue detention of witnesses in such cases. Government approved the High Court's amendment to rule 1, order XXI, of the first schedule to the Code of Civil Procedure and to the Court's General Rules and Circular Orders, by which amendments judgment-debtors would be able to remit money by money-order and would no longer have to bring the money to court and deposit it there by chalan. A circular was also issued to all Commissioners of Divisions asking them to issue instructions to all magistrates deprecating the delivery of judgments during closing hours of courts, while by another circular the necessity for method and punctuality in disposing of work requiring the presence of the public was impressed upon Magistrates. Government decided that the word "Ap" and not "Tum" should be used in all forms of processes except those addressed to accused persons or to persons called upon to show cause under sections 108—110 of the Code of Criminal Procedure. The High Court was requested to draw the attention of the subordinate civil courts that the provisions for the transfer of cases by Munsifs to Panchayat courts may be followed. The question whether the system of Honorary Magistrates should be retained or abolished is still under the consideration of Government. Fresh appointments were made for six months. The rules regarding the appointment of Government Pleaders and Public Prosecutors were revised providing for all vacancies in these posts

to be advertised to enable all suitable and deserving candidates to apply for them, and to effect economy certain rules in the Bihar and Orissa Practice and Procedure Manual were amended in order to reduce the fees payable to Government Pleaders and Public Prosecutors and other lawyers occasionally engaged in criminal cases on behalf of Government. Government decided that the Child Marriage Restraint Act, 1929, should be enforced more strictly than had been done hitherto.

Jails.

The number of permanent jails of all classes remained the same as in the previous year, namely, 4 central, 9 district, 1 juvenile and 40 subsidiary jails. The reduced jails at Arrah, Chaibassa and Daltonganj continued to function as district jails in order to relieve the congestion in the permanent jails. The total number of prisoners at the commencement of the year was 11,565 against 11,417 in the previous year. The number of admissions including transfers, decreased from 60,116 to 55,369 and the number of prisoners discharged from 59,968 to 56,142. The year closed with a total of 10,792 prisoners or 773 less than in the previous year. The daily average number of prisoners of all classes and of convicts in the province fell from 11,958 and 10,087, respectively, in 1936 to 11,029 and 9,184 during the year under review. Nine convicts who volunteered for service in the Andamans were transported during the year with the sanction of the local Government.

The total number of youthful offenders and juveniles, that is of all prisoners below 20 years of age, admitted during the year, fell from 1,707 to 1,408. Of these prisoners 73 per cent were given sentences of one year or less.

The daily average number of undertrial prisoners was 1,814.54 against 1,822.61 in the previous year.

There were 37 civil prisoners in the jails at the beginning of the year, 267 were received during the year and 284 discharged, leaving 20 at the close of the year.

There was no state prisoner confined in the jails during the year. All terrorist prisoners belonging to the province and detained in the Andamans were brought back to the province. There were altogether 45 such prisoners in the jails. Of these 21 were discharged during the year.

Education of Prisoners.

Education having been found to be a useful reformative method, compulsory education up to the primary standard of all Hindi-speaking ordinary prisoners of 25 years or below was continued at the Gaya Central Jail, while the Bhagalpur Central Jail imparted compulsory education to Urdu-speaking 'A' class male prisoners of 25 years of age and under. At the beginning of the year there were 104 and 48 prisoners receiving education in classes of the former and the latter jails and 79 and 54 new admissions were made, respectively, in these classes of both the jails during the year. At the close of the year, however, only 129 and 39 prisoners remained on the educational rolls of the Gaya and Bhagalpur Central Jails, respectively, the rest having been transferred, released or found to have completed the age limit. Physical and vocational training was also given.

In the Juvenile Jail at Monghyr there are both day and night schools and on the opening day of the year there were 132 juvenile prisoners on the rolls for education. 186 more boys were admitted during the year making a total of 318 students. Of these 180 boys were either released or transferred and 124 boys were examined of whom 75 were promoted to the higher classes. The technical classes of the school were continued and soap-making was added to the list of vocations taught at the school.

There were altogether 51 "star class" or casual and non-habitual prisoners in the Hazaribagh Central Jail, who were kept aloof from other prisoners to avoid any possible contamination and were taught various forms of weaving besides physical and elementary training.

Discipline.

There were only three escapes from jail custody during the year against four in the previous year. Of these two occurred among convicts and one among undertrial prisoners. But all of them were later recaptured.

There was a decrease in the total number of jail offences committed by convicts and punishments inflicted on them, the figure being 3,215 against 4,038 in the previous year. All were dealt with by the jail authorities except 5 which were referred to the criminal courts. The number of prisoners who were punished with whipping was 9 against 7 in the previous year. Fetters for

Literacy Class at the Gaya Central Jail.

safe custody were imposed in 63 cases of prisoners who had previously escaped or shown a tendency to escape against 83 in the previous year.

The total strength of the permanent warder establishment during the year was the same as in the previous year, namely, 1,076. The total number of punishments inflicted on warders and head-warders decreased from 801 in 1936 to 504 during the year under review.

The system of granting remission of sentences to convicts as a reward for good behaviour continued to exercise a salutary effect on the conduct and work of the prisoners and during the year altogether 5,140 convicts were released under this system against 5,203 in the previous year.

Jail Manufacture.

The total net profit and net profit per head amounted to Rs. 1,22,121 and Rs. 13-8-0 against Rs. 1,04,433 and Rs. 10, respectively in the previous year. The principal industries of the Central Jails were tent-making, tailoring and cotton weaving on power looms at Buxar, blanket weaving on power looms, tailoring, black-smithy and carpentry at Bhagalpur, oil-pressing, cotton and silk weaving, tailoring and manufacture of aloe fibre goods at Hazaribagh. At Gaya the labouring prisoners were employed chiefly in the Forms Press Department. The various sections of the manufactory department were fully occupied and among the articles produced and supplied were tents, uniforms and liveries for different Government departments, rugs, blankets, durees, etc. The total length of cloth of all kinds woven during the year in the weaving department of the Buxar Central Jail increased from 3,22,347 yards to 3,40,831 yards.

Health.

The general health of the prisoners was satisfactory. On the whole there was a decline in the incidence of sickness and mortality as compared with the preceding year. The total number of prisoners admitted into hospitals during the year was 4,219 against 4,812 and the daily average of sick prisoners 254.58 against 266.88. In other words, the ratio per mille of admissions to hospital was 382.6 against 402.4 and the daily sick-rate per mille of average strength was almost the same as in the previous year, being 23.1 against 22.3. The total number of deaths from all causes and the death-rate per mille of the total strength also fell from 176 and 14.7 in the previous year to 143 and 12.9, respectively during the year under review.

Miscellaneous.

The total expenditure on jails, excluding the cost of buildings and repairs, was Rs. 13,21,901 against Rs. 13,56,158 in the previous year, the decrease being due to the fall in the jail population. The average cost per head, however, rose from Rs. 113-7-0 to Rs. 111-13-9. A new amenity was the supply of toilet articles to political prisoners in the Hazaribagh Central Jail.

The total expenditure on jail buildings was Rs. 1,02,358 during the year.

Prison Reform.

The question of prison reform was taken up by the new Government in right earnest and a number of reforms were introduced during the year in the jail administration of the province, the objective being to convert jails from places of punishment into reformatories and workshops. Some of the important measures taken to implement the new policy are as follows :—

Hand-spinning industry on charkhas has been introduced in all the Central Jails and in the sub-jail at Arrah, while spinning of tasar has been introduced in the Central Jail at Bhagalpur, weaving on handlooms has been ordered to be introduced in the jails at Muzaffarpur, Monghyr, Purnea, Hazaribagh, Purulia and the sub-jail at Arrah and eri-rearing and spinning have been introduced in the jails at Bhagalpur, Ranchi and Motihari. Besides cane industry has been introduced in the jails at Monghyr, Bhagalpur and Buxar, carpentry in the jails at Buxar, Bhagalpur and Monghyr, blacksmithy is being introduced in the jails at Darbhanga and Gaya. Sikki basket-making industry has been sanctioned for the jails at Chapra and Purulia and arrangements for wool spinning and blanket-weaving on hand-looms in the Gaya Central Jail are in progress. One acre of land in the Hazaribagh Central Jail has been allotted to the Agricultural Department for growing cotton as an experimental measure. Jail industries are being reorganised on a large scale and supplementary grants of Rs. 47,230 under jail manufactures and Rs. 11,500 under buildings have been made.

Degrading forms of labour, such as *ghani* (oil-pressing) by prison labour has been abolished. The introduction of the Wardha Ghani driven by bullocks has been sanctioned by Government at the Bankipore Jail as an experimental measure. The diet of prisoners has also been improved and arrangements have been made for the education of all illiterate prisoners by the literate ones

among them or by the jail staff who may volunteer for this purpose. Instructions have been issued to jail authorities to consider cases of release of long-term prisoners on the recommendation of the Board of Visitors as also the release of old, infirm and decrepit prisoners by liberal application of the rules. A number of such prisoners have already been released. In connection with the release of sick prisoners it has been ordered that cases falling under rule 552 of the Jail Manual should be considered every quarter or at some other convenient time by the Board of Visitors who should forward them to Government with their opinion. The attention of all District Magistrates has been drawn to the rule which empowers them to recommend for premature release cases not provided for by the rules in the Jail Manual. Owing to the congestion in the Indian Mental Hospital at Ranchi, criminal lunatics for some years past used to be detained in district jails. For their better treatment Government have issued orders that all criminal lunatics detained in different jails of the province should be transferred to the Hazaribagh Central Jail, where the Superintendent of the Indian Mental Hospital will visit them at intervals and advise about their treatment and care. The words " Sarkar Salam ' which were humiliating and had a bad historical odour have been substituted by " Hoshiar " as a sign of caution.

CHAPTER VIII

Excise

General. The year marked a notable change from the old excise policy of Government which aimed at the minimum of consumption together with the maximum of revenue to a policy of total prohibition of the use of liquor by others than Europeans and Anglo-Indians and of total prohibition of intoxicating drugs to be realised by gradual steps. No definite action was taken during the year under review to implement the new policy. Nevertheless anti-drink movements and peaceful picketing started by the Congress and other organizations were countenanced by Government

Developments. The principal administrative changes during the year were :—

(*a*) Conversion of some distillery liquor shops into outstills or opening of new outstills in the districts of Shahabad, the Santal Parganas and Ranchi;

(*b*) enhancement of the rates of duty on country spirit of 72.5 U. P. strength in the districts of Monghyr and Bhagalpur;

(*c*) reduction in the maximum retail prices of country spirit of 30.50 and 72.5 U. P. strengths in the districts of the Patna Division and in the fixed retail prices of 70 and 80 U. P. strengths in the Jamshedpur area of the district of Singhbhum and of 80 U. P. strength in the Mango tract of Manbhum;

(*d*) reduction in the rate of tree-tax on palmyra trees in the outstill area of the district of Shahabad during the Basanti season;

(*e*) reduction in the rates of duty on *ganja* and maximum retail price of *ganja* and *bhang* in the districts of Gaya, Shahabad, the Santal Parganas and in the portions of the districts of Monghyr and Bhagalpur lying south of the Ganges and in the districts of the Chota Nagpur Division;

(*f*) enhancement in the rates of duty and maximum retail price of *bhang* in the district of Patna; and

(*g*) fixation of maximum retail price of undiluted *pachwai* in the Jamshedpur area of the district of Singhbhum where home-brewing of *pachwai* is prohibited.

Revenue.

The following table will show at a glance the position of the excise revenue which forms one of the three main sources of the provincial revenues:—

Period.	Revenue.	Charges.	Refunds.	Net Revenue.	Percentage of Revenue.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	
1933-34 ...	99,91,498	11,19,692	14,188	88,57,618	11·20
1934-35 ...	1,14,97,167	12,29,375	15,080	1,02,52,712	10·69
1935-36 ...	1,21,90,687	12,86,680	28,805	1,08,75,202	10·55
1936-37 ...	1,16,37,119	12,73,593	27,044	1,03,36,482	10·94
1937-38 ...	1,22,17,458	12,64,103	18,144	1,09,35,211	10·34
Difference between the year under report and the preceding year.	+5,80,339	—9,490	—3,900	+5,98,729	—0·60

Excise Charges.

The total expenditure of the Excise Department amounted to Rs. 12,64,103 against Rs. 12,73,593 during the preceding year, a decrease of Rs. 9,490.

Tree-tax System For Toddy.

The toddy tree-tax area remained the same as in the previous year. The rate of tree-tax was the same as in the previous year except in the district of Shahabad where the tax was reduced for winter tapping (October to March) from Rs. 2 to Re. 1-8-0 per palmyra tree in the outstill area from the 1st October, 1937. The total number of palmyra trees tapped during the year was 484,216 and of date 514,752 as against 535,216 and 423,975, respectively, during the preceding year. The total tree-tax realised during the year was Rs. 19,28,464 against Rs. 19,63,544 during the preceding year.

Country Spirit.

The contract distillery system and outstill system were both in operation during the year in the districts of Gaya, Shahabad, Champaran, Monghyr, Bhagalpur, the Santal Parganas, Ranchi, Manbhum and Singhbhum. The outstill system was extended to a portion of Aurangabad and Pakribarwan police-stations in the district of Gaya, to the whole of the Bhabua subdivision and to a portion of the Sasaram subdivision in the district of Shahabad; to a portion of Sadr, Deoghar and Rajmahal subdivisions in the district of the Santal Parganas; and to the whole of the rural areas in the district of Ranchi leaving only one shop adjacent to the town area to work under the distillery system. The districts of Hazaribagh and Palamau were wholly under the outstill system; while in the remaining districts the contract distillery system of supply prevailed.

The total quantity of country spirit issued from the bonded warehouses on payment of duty was 719867.8 L.P. gallons against 573758.1 L.P. gallons during the previous year. The number of licences for the retail vend of country spirit was 994 against 1,034 in the preceding year. Eight new shops were opened to meet the local demand, while 48 shops were abolished. The total revenue from the distillery spirit and country spirit amounted to Rs. 98,99,460 showing a total increase of Rs. 7,97,922. The incidence per head of population was Re. 0-3-2 against Re. 0-2-11 in the previous year.

Pachwai.

The total number of licences issued during the year for the retail sale of *pachwai* was 449 against 446 in the previous year. The increase in the number of licences by three was due to the opening of one new shop in each of the districts of the Santal Parganas, Hazaribagh, Manbhum and Singhbhum and the abolition of one licence in Palamau.

Foreign Liquor.

The total quantities of alcoholic liquids from overseas consumed in this province were 13,235 gallons of spirit, 4,467 gallons of wine and 77,789 gallons of beer against 14,254 gallons, 4,386 gallons and 69,274 gallons, respectively, during the previous year, while India-made foreign liquor was consumed to the extent of 4,802 gallons of spirit and 11,583 gallons of beer against 4,210 gallons and 13,318 gallons, respectively, in the previous year. These figures do not represent the actual consumption of foreign liquor in this province as many private consumers and bonafide clubs, who are not required to take out licenses for sale of liquor to members for

consumption on the premises and who are treated as private persons, obtain their supplies direct from other provinces. No India-made potable foreign liquor was manufactured in this province. The total number of licences of different kinds for the sale of potable foreign liquor other than commercial spirits was 221 against 205 in the previous year. The revenue from these sources amounted to Rs. 1,09,283 against Rs. 1,35,000 in the previous year.

Ganja.

Six licences were issued for the cultivation of *ganja* on an area of 137 acres and the total quantity of *ganja* manufactured during the year was 602 maunds and 32 seers flat and 239 maunds and 26 seers of the round variety which together with a balance of 198 maunds and 23 seers flat of the previous year's stock is expected to be sufficient to meet the demands of this province and of Orissa during the year 1938-39. The cost price of *ganja* during the year under review was fixed at Rs. 160 per maund both for the flat and the round variety, the same as the price at Naugaon in Bengal for supply to provinces other than Bengal. The number of licences for the retail sale of *ganja* in the year under review increased from 1,114 to 1,136. The rates of duty and retail price of *ganja* were reduced from Rs. 40 to Rs. 35 and Rs. 80 to Rs. 70 a seer, respectively, as an experimental measure in the district of Patna with effect from the 1st April, 1936. The experiment having proved successful in stopping the smuggling of *ganja* across the Ganges, the lower rates of duty and prices were extended to the remaining districts of the province south of the Ganges with effect from the 1st April 1937. Thus a uniform rate of duty of Rs. 35 per seer prevailed in the province during the year under review with a uniform retail price of Rs. 70 per seer except in shops on the Nepal border where the price was still lower, namely, Rs. 60 per seer. The total quantity of *ganja* issued on payment of duty was 32,506 seers against 28,863 seers in the previous year. Consumption increased in all the districts of the province. 1,103 seers of *ganja* were exported to Nepal on payment of duty (Rs. 22,060) against 1,084 seers in the previous year. The total revenue from *ganja* amounted to Rs. 19,07,128 against Rs. 18,85,227 in the previous year. The incidence of taxation during the year was Rs. 58.0 per seer against Rs. 64.5 per seer in the previous year.

Bhang.

A single individual continued to hold the monopoly for this product under contract. During the year he collected 601 maunds of *bhang* in the district of Purnea and the whole quantity was stored in the Central gola at Bhagalpur which had a previous balance of 85 maunds and 16 seers. The drug was supplied from the Central gola to the

warehouses of the province as well as to the provinces of Bengal, Assam and Orissa. The quantity of *bhang* issued under bond to wholesale dealers of this province was 242 maunds and 20 seers against 183 maunds and 20 seers of the preceding year, while 220 maunds of the drug was exported under bond to Bengal against 225 maunds in the previous year. One maund and 22 seers of the drug was exported to the province of Assam on payment of duty in that province against 37 seers of the preceding year, and 105 maunds of *bhang* was exported to the province of Orissa against 67 maunds in the previous year.

The total quantity of *bhang* issued on payment of duty to retail vendors of the province during the year amounted to 9,761 seers against 7,235 seers in the previous year. The total revenue from *bhang* during the year amounted to Rs. 61,196 against Rs. 51,467 in the previous year.

Opium.

The total number of licenses issued during the year for the retail sale of excise opium was 408 as compared with 402 in the previous year. Seven new shops were opened, while one was abolished. The number of druggists' permits isssued under the Opium and the Dangerous Drugs Rules was 197 and 271, respectively. The total quantity of opium issued during the year to shops within the province was 8,410 seers against 7,897 seers in the preceding year. The increase in consumption was due to influx of people from Nepal and to a slight improvement in the economic condition of the people. Consequently the total revenue from opium increased to Rs. 8,34,865 against Rs. 7,89,163 in the preceding year. The cost price of opium was raised from Rs. 18-15-0 to Rs. 19-7-0 a seer with effect from 1st April, 1937.

The practice of administering opium to children is rare in this province. It existed to some extent amongst the labouring classes of the districts of Hazaribagh and Palamau only. The practice is, however, dying out with the advancement of knowledge in sanitation and health. The excise staff as well as the staff of the Public Health Department explained to the people the physiological effects of this evil practice upon children.

New Developments In Excise Policy In 1938-39.

An important development during this period was the implementing of the declared policy of prohibition by the Congress Government. The new policy was undertaken not only because

the Congress Government were committed to it by their election pledges or because it was a moral necessity, but also because it was essential for the economic welfare of the masses.

Prohibition Act.

In order to implement this policy a Prohibition Act has been passed. It enables Government to introduce prohibition in selected areas and go on gradually extending it to other parts of the province, so that in the course of a few years the whole province may go dry. Prohibition has already been enforced in the district of Saran and the reports which have so far reached Government of its working are very encouraging and show that the scheme has had a very successful start.

Inauguration Of Prohibition In Saran.

The scheme was inaugurated in the Saran district on the 1st April, 1938. Pending the passing of the Prohibition Act by the Legislature and the framing of necessary rules thereunder, it was decided by Government to introduce and run the scheme by means of prohibitory notifications under the Bihar and Orissa Excise Act. Such notifications were issued in respect of country spirit and toddy and *ganja*, *bhang* and *charas* amongst the drugs. In the pre-prohibition days there were 1,957 shops for toddy, 95 shops for country spirit and 74 shops for *ganja* and *bhang*. Licences for none of these shops were renewed on the introduction of prohibition.

It is estimated that some 5,000 persons were engaged in the work of tapping of palmyra trees before the introduction of prohibition. For about a month in the beginning there was some illicit tapping of trees but this was soon brought under control. The tappers have now taken kindly to the campaign and are adjusting themselves to the new conditions. The problem of providing alternative occupation for tapping communities has been one of difficulty, as majority of these knew no other profession. But during the past few months a large number of them have taken to various other forms of occupation and employment. An attempt is also being made to settle Khas Mahal diara lands with as many of them as possible to enable them to live by cultivation, and to help them with agricultural loans. They are also being given preference in the employment of manual labour by local bodies.

There have been very few cases against the excise laws and little of smuggling considering that the district covers an area of 2,683 square miles and has a population of 2,486,468.

Public Reaction To Prohibition.

The introduction of prohibition has been received with undiluted delight by the people. It has been found that when questioned openly those who were in the habit of consuming drinks have invariably expressed pleasure that they have been rescued from the evil effects of drink. Women in villages are everywhere delighted with the new conditions. In such a short period it may be difficult to assess accurately any definite improvement of any village family budget but money is now generally more available for food and clothes for children. In village Barauli a reformed drunkard had saved up sufficient money to enable him to start building a proper house which he lacked before.

Other Supplementary Measures.

In pursuance of this policy of Government, attempts are also being made to reduce the consumption of spirits in other districts. Government have decided not to settle 451 liquor shops in the current year which were located in objectionable sites unless unobjectionable sites were available for them. In the district of Purnea six country spirit shops were abolished and the hours of sale in Dhanbad have been curtailed. The question of eradicating the evil practice of *parchunia* (hawking of liquor) prevalent in the districts of Chota Nagpur has been receiving the serious attention of Government. The question of registration of opium-eaters and of eradicating the wild growth of *bhang* is also being examined.

Extension Of Prohibition.

Prohibition was extended from April 1939 to the whole of the Hajipur subdivision of the district of Muzaffarpur, to five police-stations, namely, Ranchi, Burmu, Mandar, Ormanjhi and Angara in the district of Ranchi, to five police-stations in the district of Hazaribagh, namely, Hazaribagh, Ichak, Barkagaon, Mandu and Ramgarh, and to the whole of the Dhanbad subdivision in the district of Manbhum, except in the area covered by the Chirkunda police-station. Besides a shopless zone of five miles has been generally kept around all these dry areas.

Progress In New Dry Areas.

Reports received for the first three months show that good progress has been made with the prohibition scheme in the new dry areas. Prohibition has generally been cordially received. Except for a few richer class of addicts who could afford to buy foreign liquor and some others who could venture out into the wet areas on the border line and obtain small quantities of prohibited articles, the drink habit has almost ceased. The aboriginals who are allowed free home-brewing of *pachwai* appear to be content with the position. It is yet too

early to assess the economic effect of the scheme but there are indications that the families of ex-addicts are happier on account of more money being spared for domestic necessities and there are now fewer domestic brawls.

Prohibition Propaganda.

Government prohibition propaganda vans covered long distances on propaganda tours in the dry areas and the propaganda officers employed by Government addressed several audiences on temperance. That public conscience has been roused against the drink evil is evident from the fact that a movement has been set on foot to establish local committees and panchayats to push on prohibition work.

CHAPTER IX

The Land and the People

General.

There was no appreciable change in the material condition of the people. Though rainfall was scanty and irregular in the beginning of the monsoon, the *hathia* rains were good. Sugarcane having been grown on a smaller scale than in the preceding year, the entire outturn was consumed productively, yielding a higher minimum price to the growers. The low price of lac continued to affect the material condition of the people.

There was no marked change in the demand and wages of labourers except in Hazaribagh, where an abnormal rise in the demand in mica area caused an increase in their wages. The supply of labour was adequate except in private collieries due to the prohibition of employment of women inside the mines. Compared with the figures of the preceding year the number of emigrants during the year fell in the district of Hazaribagh from 71 to 1 and rose from 7,838 adults and 3,633 dependants to 1,170 adults with 490 dependants and from 420 to 444 persons in the Santal Parganas.

The province extends over an area of 69,950 square miles with 69 towns and 67,879 villages and has a population of 32,558,056 as recorded by the last census. But statistics show that it has gone up appreciably since then and the exact increase in population will be known after the next census is taken in March 1941.

In a province where about 90 per cent of the population depends on agriculture, the peasant and his problems assume the highest degree of importance. It was, therefore, natural that the first popular Government placed them in the forefront of their programme. The Government's noteworthy achievement in this direction was the reforming and remodelling of the tenancy laws of the province which would go down in history as the Magna Charta of the peasants' rights and the greatest possible effort at ameliorating their condition.

Tenancy Reforms.

The tenancy measures enacted by Government include: The Bihar Tenancy (Amendment) Act, 1937, the Chota Nagpur Tenancy (Amendment) Act, 1938, the Bihar Tenancy (Amendment) Act, 1938, the Champaran

Agrarian (Amendment) Act, 1938, and the Bihar Restoration of Bakasht Lands and Reduction of Arrears of Rent Act, 1938. The changes effected by these measures are summed up below :—

It may be stated at the outset that the tenancy law of Bihar is in some respects in advance of the tenancy law as it obtains in the neighbouring United Provinces and some of the reforms contemplated by the Faizpur resolution of the Indian National Congress are already part of the existing law. For example, in Bihar a raiyat who cultivates land in a village for 12 years becomes a settled raiyat of that village. Every settled raiyat acquires right of occupancy not only in respect of the land he has so cultivated for 12 years but also in respect of all other lands of which he may come into possession as a tenant. An occupancy holding is heritable without having to pay any premium to the landlord and also transferable subject to payment of *salami* (landlord's fee) amounting to 8 per cent of the consideration money. An occupancy raiyat cannot be ejected from his holding for non-payment of rent or for any other reason except that he has rendered the land unfit for cultivation or that he has broken a condition consistent with the provisions of the Tenancy Act. He is entitled to dig wells or tanks in his holding, to erect a house on it, to make bricks for such house or well or tank and to plant and cut trees on it. The only right the landlord has is to get his rent, for the arrears of which he is entitled to sue the tenant in a civil court and bring the holding to sale in execution of his decree or get his moveables attached or the debtor imprisoned just as any other creditor can. This was the position before the amendment of the law by the present Government.

Another point that has to be made clear is that permanent settlement is in force in Bihar and, therefore, no question of revenue being paid by the cultivator to Government arises. All cultivators pay rent to their landlords. Rent is paid in cash or in kind. Cash rent is prevalent in most of the districts of the province, while rent in kind is paid largely in the districts of Patna, Gaya and parts of the district of Monghyr.

Rent Reduction.

Three methods of realising rent in kind are prevalent in Bihar :—

(*a*) By appraisement of the standing crop before the actual harvesting known as *danabandi*. This method was open to objection as arbitrary appraisement was

alleged, with the result that the tenant almost invariably failed to get his due share of the produce. This system has, therefore, been abolished under the new Act.

(*b*) *Batai*, that is by dividing the actual crop. It has been customary to divide the crop half and half or 22 seers in a maund (i.e.11/20th) to the landlord and 18 seers in a maund (i.e. 9/20th) to the tenant. This ratio has now been reversed and the share of the landlord in the produce shall in no case exceed 18 seers and that of the tenant shall not be less than 22 seers in a maund.

(*c*) In some cases according to a fixed rate per acre or rent fixed in perpetuity. This is not extensively prevalent. By the new law any tenant who is dissatisfied with his rent in kind is given the right to get it commuted into cash rent. A court is now bound to commute the rent on the application of a tenant but not so on the application of a landlord.

The new Act provides for—

(*i*) the cancellation of all enhancements between January, 1911, and December, 1936;

(*ii*) the reduction of all rents commuted between January, 1911, and December, 1936, in the same proportion in which the prices have gone down;

(*iii*) total or partial remission of rent in cases where the soil has deteriorated by deposit of sand or submersion under water or by another specific cause or where the landlord has neglected the irrigation arrangements which he is bound to maintain;

(*iv*) reduction of rent where there has been a fall in the average local prices of staple food crops (not due to a temporary cause) during the currency of the present rent; and

(*v*) settlement of fair rent in other suitable cases.

There were many cases during the period, when high prices ruled, in which rent was commuted into cash rent. On account of high prices the rents then fixed were high. Provision has,

therefore, been made for reducing such rent to such an extent that the reduced rent shall bear to the previous rent the same proportion as the current prices bear to average prices during the decennial period immediately preceding the commutation.

When land has been lost by diluvion, the rent will be abated in whole or in proportion of area so lost to the area of the whole holding. But the tenant's right in it will subsist and he will be entitled to immediate possession after reformation on the same rent as was payable before diluvion.

It will thus be seen that there will be reduction in rent in cash and in kind. Commuted rents will also be reduced. It is calculated that on an average the reduction in cash rent will come to abaut 25 per cent, reduction being greater in cases where enhancement was higher and less where it was lower. Reduction in commuted rent may come to six annas in the rupee. In these cases also the reduction will vary according to the high or low rent fixed.

There will be settlement of fair rent in other cases where rent is high.

Rent so settled or reduced in any of the above ways will not be liable to enhancement for 15 years.

Transfer Of Occupancy Holdings.

The law was very strict in respect of the transfer of occupancy holdings or part thereof and any transfer of occupancy holding, which had not the consent of the landlord, was not binding on him. The law has now been completely changed in this respect and, by the amendments made, unrestricted right of transfer of occupancy holdings has been conceded. No *salami* (landlord's fee) need now be paid by a transferee to get his transfer recognised. The landlord is bound to mutate the transferee's name in his papers if only the transferee pays a nominal registration fee which, in the case of a transfer, has been fixed at two per cent of the annual rent of the holding, and in the case of an exchange, at a sum of Rs. 2 only payable by each of the parties to the exchange. This rule of law applies also to transfers made before the commencement of the new Act but not yet recognised by the landlord concerned. The transferee has in such cases only to give a notice to the landlord through the Collecter and pay the fee mentioned above. But in the case of transfers made before 1923, even notice is not necessary, nor it is necessary to pay any registration fee at

all. It has further been provided that all proceedings for realisation of *salami* pending under the old law on the date on which the new Act comes into force shall lapse. If and so long as the transferee chooses to remain joint with his transferor, the landlord cannot compel him to pay any fee whatsoever. The question of fee comes in only when the transferee wants to pay rent separately for his share of the holding. In such a case the transferee is required to pay a rent distribution fee of four per cent of the value of the portion transferred to him. As soon as this fee is paid the landlord is bound to recognise any distribution of rent made between the transferee and his transferor. If the landlord or his authorised agent refuses to accept the fee, the transferee has the right to deposit the amount with the Collector who will give notice of the distribution fee to the landlord. In calculating the rent distribution fee, any amount paid by the transferee as registration fee must also be taken into account.

Under the old law a landlord was not bound to recognise any division of a holding or a distribution of its rent between the co-sharers. Even when he did recognise such a division or distribution, he did it only after he was paid a heavy *salami*. In this respect too the law has been changed. Co-sharers may now freely partition their holdings and distribute between themselves the rents of such holdings. The landlord is now bound to recognise all such divisions of holdings and distribution of rents.

Under the old law whenever a raiyat defaulted in paying rent he was liable to pay damages which would go up to a sum equal to 25 per cent of the total amount of rent in default, or interest calculated at the rate of 12½ per cent per annum. These damages have now been abolished and the rate of interest has been substantially reduced from 12½ to 6¼ per cent per annum.

Improvements have also been made in the provisions relating to suits for rent and execution of decrees passed in such suits. Complaints were common that under the old system it was easy for a process-server to submit a false return of service without going to the place where the person to be served resided or where the holding in suit was situated. But under the new law it will be extremely difficult for a landlord to get a false return of service filed. The serving peon must now go to a defendant's village and serve the process in the presence of at least two persons of the village and obtain their certificate. It is no longer possible for a landlord to put his decree in execution without giving the defendant an opportunity of paying up the decretal dues.

Formerly a raiyat's entire holding used to be sold in most cases for grossly inadequate prices. The court was not bound either to sell only a portion of the holding or to sell it for not less than its proper value. Now only that part of the holding will be sold which is, in the opinion of the court, sufficient to satisfy the decree. Even this part will not be sold for a price less than the one fixed by the court unless the landlord is prepared to give up the balance of his claim. In case, however, a man is proved to be a habitual defaulter, that is to say a person who without any excuse has failed to pay his rent for four consecutive years and the landlord obtains a declaration from a court in a subsequent suit for subsequent arrears that he is a habitual defaulter, then such portion of his holding as may be still in his possession or his whole holding may be sold in execution of the decree. The court can declare a tenant to be a habitual defaulter only if it is satisfied after giving the tenant reasonable opportunity and considering all facts and circumstances of the case that the tenant had no reason beyond his control for default.

A raiyat has now been given complete immunity against arrest and detention in civil prison in execution of a decree for rent. Even his house and moveables cannot be attached and sold in execution of such decrees. The result of these changes in the law relating to execution of decrees for rent is that a raiyat, who is not a habitual defaulter, is assured of freedom of person and will have some fields to cultivate and a house to live in. His moveables will not be taken except with his consent in writing.

The law as it existed enabled the Provincial Government to authorise the landlord to distraint the crop of a tenant in certain cases without the intervention of a court. This drastic power has been repealed and the Provincial Government have now taken power in their own hands to lay down regulations for the realisation of rents in special cases—cases in which, in the opinion of the Provincial Government, rents cannot be realised by the ordinary procedure. The procedure of transferring execution of rent decrees to revenue courts has been adopted with a view to reducing the cost of litigation and expediting procedure and securing to the tenants a fairer price for their crops than it has been possible under the old arrangement.

Illegal exactions by landlords or their agents have now been made a penal offence punishable with imprisonment which may extend to six months or with fine which may extend to Rs. 500, or with both.

The power which used to be conferred on landlords to realise arrears of rent by means of a certificate, which virtually amounted to passing a decree for arrears of rent, has been abolished.

It was not uncommon for a mortgagee bound under the terms of his mortgage to pay the rent in respect of the holding comprised in his mortgage, to get the holding sold in execution of a rent decree and purchase it himself. To provide some kind of safeguard against such frauds on the part of a mortgagee it has been enacted that if on account of a mortgagee's default a holding is put up to sale and if the mortgagor pays into court the amount requisite to prevent the sale, he shall be entitled to be put in possession of the holding by the court executing the decree and shall also be entitled to hold the same against the mortgagee until the mortgagee pays to him the amount paid to prevent the sale and a further sum of Rs. 50 per cent on such amount.

Problem Of Landless Labourers.

Another class of tenants known as under-raiyats have had no right to acquire occupancy right in their raiyati holdings. The new Act enables them to acquire occupancy rights if they have cultivated the land for 12 years as an under-raiyat, and an under-raiyat having such occupancy rights has rights similar to those of an occupancy raiyat in respect of trees, bamboos and use of and succession to and eviction from his land.

Restoration Of Lands Sold For Arrears Of Rent.

On account of the economic depression which began in 1929 many raiyats were unable to pay the rents of their holdings. The result was that innumerable holdings were sold in execution of decrees for arrears of rent and were purchased by the landlords, in most cases, for grossly inadequate prices. Any amendment made in the tenancy law with a view to reducing rents could be of no avail to those whose holdings have already been sold up or whose arrears had accumulated on account of their inability to pay rents.

For the relief of such persons a special legislation was necessary and the Bihar Restoration of Bakasht Lands and Reduction of Arrears of Rent Act was, therefore, enacted for the purpose. This Act deals with two matters, namely, (1) restoration of lands which had been sold in execution of decrees for arrears of rent during the period of depression and (2) reduction of arrears which had accumulated during the said period. In so far

As the portion dealing with restoration is concerned it provides *inter alia* that—

(*a*) all lands sold between January, 1929, and December, 1937, are to be restored to their respective raiyats on the latter paying for such restoration an amount equal to 50 per cent of the sum for which the lands were sold and of the cost necessarily incurred by the landlord in obtaining delivery of possession;

(*b*) such lands shall not be restored if they were settled in good faith with a third person before the 22nd March, 1938 or, in certain cases, before the 19th April, 1938, nor shall they be restored if they are either in the khas cultivating possession of the landlord (provided that such landlord is a petty landlord, that is to say, a landlord who is exempted from payment of agricultural income-tax), or have been converted by the landlord into a garden, tank or building site;

(*c*) if the rent of a land sought to be restored was settled, commuted or enhanced after the 1st January, 1911, the whole of such land is liable to be restored, but if its rent was neither settled, commuted nor enhanced after the said date, only a certain portion of it is liable to be restored;

(*d*) if the area of the land in possession of the landlord and liable to be restored is less than the area which the raiyat is entitled to claim, the whole of the area in possession of the landlord and liable to be restored shall be restored;

(*e*) the amount payable for restoration may, if the Collector so directs, be paid in easy instalments which may extend over a period of five years; and

(*f*) if the raiyat fails to pay the instalments for two years he may be ejected by the Collector, but if the instalments in default relate to the last two years of the period of instalments, the raiyat is to be given a further opportunity of paying up the instalments in arrears before he is ejected.

In so far as the part dealing with reduction of arrears of rent is concerned, it provides that :—

Reduction Of Arrears Of Rent.

(*a*) in the case of holdings, the rents of which have been either settled or reduced under any provision relating to the settlement or reduction of rents, nc landlord shall, in any suit or proceeding, be entitled to recover arrears of rent at a rate higher than the settled or reduced rent;

(*b*) in the case of holdings, the rents of which have not been settled or reduced as aforesaid, no landlord shall, in any suit or proceeding, be entitled to recover from the raiyat any arrears of rent at a rate in excess of the rent which would have been so settled or reduced if the raiyat had made an application under the relevant provisions of the law; and

(*c*) in cases not covered by any of the above paragraphs the Collector may, on the raiyat's application, reduce the arrears to such an extent as he considers proper in the circumstances of the case; but before the Collector reduces the arrears he has to satisfy himself as to the *bona fides* of the applicant. Certain standards for testing such *bona fides* are given in the Act itself.

The existing rights of the occupancy-raiyat in trees have been extended. As regards trees, etc., standing on land paying rent in kind the landlord and the raiyat had equal shares in the timber, flowers, fruits and other products but under the new law the share of the raiyat has been increased to 11/20th. The raiyat will now also be entitled to fruits and flowers and bamboos regardless of entry in the record-of-rights. But rights concerning standing timber will be governed by the entry in the record-of-rights, or judgment of court. In respect of trees on land paying rent in kind the raiyat can get his rent commuted to money-rent and the timber will be proportionately divided as now.

Special Tenancy Legislations.

The Champaran Agrarian (Amendment) Act and the Chota Nagpur Tenancy (Amendment) Act have been passed with a view to meet special needs in the matter of tenancy legislation in local areas.

So far as Champaran is concerned, the history of the iniquitous enhancements commonly known as the "indigo enhancements" is too well known. As a result of a country-wide agitation headed by no less a personage than Mahatma Gandhi himself, the then Government set up a Committee of Enquiry, of which Mahatmaji was also a member. This committee made certain recommendations on the basis of which the Champaran Agrarian Act was passed in 1918. This Act made substantial reductions in the enhancements, but even these reduced enhancements were sufficiently heavy and extremely unpopular. The present Government have, therefore, enacted a new legislation to cancel all the indigo enhancements howsoever made.

So far as Chota Nagpur is concerned, besides the problems it has in common with the other parts of the province, there were problems peculiar to this area such as those relating to the assessment of rent on *korkar* lands (lands which have been converted from uplands, jungle, or waste into lowland by terracing or embanking) and transfer of *bhuinhari* lands (certain tenures which have existed in Chota Nagpur held by persons claiming to be descendants of the original founders of the villages) and the rights of aboriginal raiyats in their holdings and all these have now been tackled. When a person converted land into *korkar* he was liable to pay for it such rent as the landlord assessed. There was no restriction on this right of the landlord and the result was that he invariably used to fix a rent which took no notice of the cost and labour bestowed by the raiyat in reclaiming the land. It has now been provided that where a raiyat converts land into *korkar*, he shall not be liable to pay any rent for such land until after the expiration of a period of four years from the end of the agricultural year in which the first crop is harvested. Afterwards the landlord may assess rent on the land at a rate not exceeding the rate for third class rice land in the village or if, according to any local custom, only half of the said rate is payable, at a rate not exceeding half of the said rate. When a landlord assesses rent on *korkar* he has to give notice of the assessment to the Deputy Commissioner and, unless he gives such notice, he is not entitled to recover any rent for such land. The Deputy Commissioner may, on getting such notice and either of his own motion or on the raiyat's application, settle the rent at a rate not exceeding the limits mentioned above.

In so far as the other problem relating to the transfer of *bhuinhari* land and the rights of aboriginal raiyats in their

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holdings is concerned, the law has been considerably liberalised consistently with the interests of the original inhabitants of the place.

The old tenancy law of Chota Nagpur contained no provision whereby a raiyat could alienate his holding except by terminable mortgage for five years or *bhugut bandha*, which meant that after seven years the holding was to be returned to the raiyat. But with the progress of time it was realised that some sort of right of transfer must be allowed to the raiyat of Chota Nagpur also. It was found in the recent settlement operations in Ranchi that though the law was against this principle of transfer, transfers had been going on both legally and illegally. The restrictions on transfer of holdings drove needy raiyats into indirect sales by way of surrender to the landlord and settlement by him with the intending purchaser, with the result that a good portion of the sale-proceeds went to the landlord. Government, therefore, could not ignore this new agrarian tendency and development and they came to the conclusion that some relaxation in the prohibition against transfer of holdings was necessary. But the degree of relaxation has been very much restricted, and the new law, therefore, provides *inter alia* that an aboriginal raiyat or a raiyat who is a member of a scheduled caste may transfer his right in his holding or in any portion of his holding by sale or exchange only to another aboriginal raiyat or to another person who is a member of a scheduled caste, as the case may be, and who resides within the police-station in which the holding lies. If he wants to transfer his right in the holding or in any portion of the holding by gift or will in favour of a near relative, he can, with the Deputy Commissioner's permission, do so without any limitation of residence. In so far as occupancy raiyats who are not aboriginals, nor members of a scheduled caste, are concerned, they may transfer their rights in their holdings by sale, exchange, gift, will, mortgage or lease to any person residing within the police-station in which the holding lies.

The rights of *bhuinhari* tenure-holders in this respect are much more restricted. They can transfer their lands only by *bhugut bandha* mortgage or by lease for a limited number of years, under which the enjoyment of the land for a period extinguishes the principal and interest on the original debt. A *bhuinhari* tenure cannot be attached and sold in execution of any decree, including a decree for its own rent. Decrees for arrears of rent can be executed only by the attachment and sale of the

produce of the land comprised in the tenure or by sale of other movable property of the judgment-debtor and not otherwise.

In respect of a division of a holding between its co-sharers and the distribution of its rent on such a division and also in respect of reduction of rent, cancellation of enhancements, commutation of rents, *danabandi*, illegal exactions, landlord's share in the produce in the case of *bhaoli* (produce rent) holdings, immunity against arrest and detention in civil prison, sale of a portion of a holding and the fixation of price for which such portion is to be sold, provisions similar to those made in the Bihar Tenancy (Amendment) Act have been incorporated in the Chota Nagpur Tenancy (Amendment) Act.

It will thus be seen that Government have made provisions for substantial reduction in rent, that tenants enjoy fixity of tenure with heritable rights along with rights to build houses and plant trees, that feudal dues and levies and forced labour have been declared illegal in Bihar for a long time (realisation of anything in excess of legal dues having been made a penal offence by the new Act), that the question of arrears of rents of previous years has been tackled by providing for the restoration of *bakasht* lands to the original tenants on payment of half the amount for which the land was put to sale in one lump sum or in instalments payable in five years and that arrears of rent are recoverable in the same manner as civil debts and not by ejectment and that even the rights of landlords to recover rents as other debts have also been curtailed.

Relief To Debtors.

Another measure of economic benefit initiated by Government is the Bihar Money-lenders' Act. This is designed to give relief to debtors generally by regulating money-lending transactions within the province. Provision has been made for the registration of money-lenders on payment of a small fee. No one who is not a registered money-lender can institute any suit for the recovery of his dues from the debtor. All money-lenders are bound to maintain proper accounts and give receipts to their debtors for all payments made. The rates of interest have been fixed at not more than 9 per cent per annum in the case of secured loans and 12 per cent per annum in the case of unsecured loans. But in no case can a decree on account of interest (accrued or realised) be passed for an amount which exceeds the amount of the principal loan. In certain cases courts have been given the power of reopening transactions and relieving debtors in respect of interest in excess of the rates

mentioned. Courts have also been given the power of permitting judgment-debtors to pay up the decretal amount by instalments. This power can be exercised even in mortgage suits by executing courts. The principle of part-sale, sufficient to satisfy the dues under a decree, has been introduced and no property is to be sold for a price less than that fixed for it by the executing court. The Act exempts a portion of the holding of an agricultural debtor from sale in execution of a decree for the amount due, the area so exempted being one acre if the holding does not exceed three acres, and more up to the one-third of the entire holding, if the holding is of more than three acres. Debtors will now be able to deposit into court money due on a loan if the money-lender or his agent refuses to accept payment. To guard against fraud it has been provided that where a loan is advanced on a registered document, the entire amount of the loan or as much of it as payable in cash, must be paid in the presence of the sub-registrar. A recent decision of the High Court gave rise to doubts regarding the application of certain provisions of the Act to pending suits. To set all such doubts at rest and to make it clear that the provisions of the Act were intended to govern even pending suits and proceedings, the Money-lenders' (Amendment and Application to Pending Suits) Act, 1938, has been passed.

Land Revenue And Cess.

During the year under report there were in all 116,379 revenue-paying estates against 115,921 in the preceding year. Of these 115,272 were permanently-settled estates, 789 temporarily-settled estates and 318 estates under direct management of Government. The total current revenue derived increased from Rs. 1,25,52,495 to Rs. 1,25,63,403 mainly as a net result of revision of assessment on settlement and resettlement of temporarily-settled estates and estates under direct management, abatement of revenue on account of diluvion and deterioration of soil and transfer of estates owing to change in the course of the Ganges in Shahabad and the Santal Parganas. The percentage of total collection on total demand fell from 89.20 to 88.69, while the total outstanding balances at the close of year rose from Rs. 14,14,428 to Rs. 15,21,074. The percentage of total collection on total demand was 98.78 in the permanently-settled estates, 73.88 in the temporarily-settled estates and 52.49 in the directly-managed estates, while remissions granted in the latter two classes of estates respectively amounted to Rs. 9,638 and Rs. 53,627, respectively.

The cess demand increased from Rs. 73,32,944 to Rs. 75,03,416. The increase is mainly due to the assessment of collieries in

Hazaribagh district and of Ray Lime Works in Ranchi, and partly due to slight rise in coal prices in Manbhum and an increase in the despatch of iron-ore in Singhbhum. The provincial percentage of total collections on currnet demands slightly increased from 97.60 to 97.63.

Coercive Measures.

The sale law was administered very leniently. The number of defaults in payment of land revenue and the number of sales in all districts of the province excepting Ranchi and Singhbhum, increased from 9,491 and 288 to 12,533 and 295, respectively. The percentage of sales to defaults decreased from 2.51 to 2.35. Eight estates with a Government revenue of Rs. 1,229 were purchased on behalf of Government.

Government Estates.

The total cost of management of Government estates amounted to Rs. 1,80,672 against Rs. 1,63,048 and that on works of improvement to Rs. 87,239 against Rs. 86,195, respectively, during the year. The percentage of management charges increased from 10.22 to 11.23. The entire grant of Rs. 42,585 for works of improvement in the Santal Parganas was placed at the disposal of the District Committee for the benefit of the Damin-i-koh Government estate.

So far as Khas Mahal villages are concerned, Government stand in the position of landlord. Instructions have, therefore, been issued to the district officers that the ordinary procedure of application for rent reduction under the new Tenancy Amendment Acts be dispensed with and immediate steps be taken to grant reduction of rent wherever necessary to all such occupancy *raiyats*. A large area of arable lands in the Chota Nagpur and Bhagalpur divisions was found to be lying unsettled. The local officers have been instructed to take steps to settle such lands with the people of the villages concerned, preferably with the landless and depressed classes or aboriginals and the backward classes among the Muslims, but if such men are not forthcoming then to settle the lands with educated young men of the province. The Board of Revenue has been asked to issue similar instructions in regard to certain lands in the district of Gaya.

In order to provide grazing facility instructions have been issued to the local officers that the practice of leasing out established camping grounds, belonging to the Provincial Government, should be discontinued as soon as the existing leases expire. As regards unauthorised camping grounds in the province which are no longer

required for military purpose, the local officers have been instructed to restore them to their original owners.

In case of submerged lands, the long-standing custom was not to record such lands in the khatian of the tenants and not to charge any rent from them. On account of the local discontent against this policy, the local Government have ordered that such lands should be recorded in the tenants' khatian and a nominal rent be charged. On further consideration, as regards rent, it has been found that it is an unnecessary imposition which the tenants as a rule do not pay but which are nevertheless to be accounted for in the Khas Mahal accounts and it has, therefore, been ordered in the case of Binda Diara that instead of charging the nominal unrealisable rent for such lands a note should be kept in the khatian concerned that the rent will remain wider suspension and it will be levied when the land will re-emerge. It is under consideration whether this order is applicable to all other such lands.

Wards And Encumbered Estates.

The total number of estates under the management of the court of wards at the beginning of the year was 56. Eight new estates were brought under management and three were released. The total number of the estates at the close of the year thus stood at 61. A sum of Rs. 11,23,074 was realised out of a demand of Rs. 12,55,879 on account of revenue and cess, including arrears during the year. Taking advance payments into account, the balance due amounted to Rs. 1,32,722. Rs. 1,31,162 was paid on account of rent and cess due to superior landlords leaving a balance of Rs. 83,583. The payment amounted to 61.2 per cent of the total demand against 79.2 per cent in the previous year. The demand for rent and cess due to estates under management, including arrear demand, was Rs. 94,82,414. Of this Rs. 44,19,819 was collected. The percentage of total collection on current demand was 86.6 against 99.5 in the previous year. The standard of 100 per cent collection was attained in 17 estates. The total indebtedness of the estates amounted to Rs. 61,99,286 during the year. The cost of management for the whole province was 11.8 per cent of the aggregate of the current rent and cess demand and of the recurring income from minerals, fisheries, etc., of the estates against 13 per cent in the preceding year. With the exception of Bettiah the standard of 15 per cent was not exceeded in any of the estates. The Bettiah Estate spent Rs. 45,305 on education, Rs. 38,479 on dispensaries and Rs. 84,166 on charities or total of Rs. 1,67,950 against Rs. 2,34,748 in the preceding year, while in the Bhagalpur Division the total expenditure on such objects

was Rs. 9,762 against Rs. 20,717 in the previous year and in Hazaribagh in the Chota Nagpur Division Rs. 38,011 of which the Ramgarh Estate alone spent Rs. 36,045. The Bettiah Estate again led the way by spending Rs. 7,36,675 on works of improvement, including Rs. 2,85,906 on agricultural and sanitary improvements.

Government have taken great interest in the administration of wards and encumbered estates in the province and they have impressed on the Board of Revenue and local officers that the administration of wards and encumbered estates should serve as a model to private zamindars and should conduce to the well-being of the tenants. An impression having grown in the public mind that all was not well in the Bettiah Estate, Government have taken upon themselves the task of giving a new orientation to the administration of this estate. As a first step towards this they had the Maharani Sahiba medically examined and are taking steps to afford her any relief that is possible in her present distressed condition. The post of Manager of the Estate is also being non-officialised and larger sums are going to be spent on the welfare of the tenantry. Similarly, the posts of Managers in other estates are also being non-officialised by appointing suitable persons. The policy of taking estates under the management of Court of Wards has been liberalised.

Relations Between Landlords And Tenants.

Bad feeling prevailed between landlords and tenants in several Bihar districts of the province, resulting in cases of violence or rioting. The activities of the Kisan Sabha were responsible for rents being withheld in many places though the tenants were in a better position to pay them than in the previous years. In Gaya there was serious friction in many villages; mainly over possession of *bakasht* lands and serious riots and violent outbreaks over a large area were prevented with the help of armed police. The situation was brought under control effectively and steps were taken to give relief through rent reductions and special tenancy legislations. Relations were, on the whole, good in Chota Nagpur.

Survey And Settlement.

There was no new programme of work in connection with any major survey and settlement operations nor any municipal survey during the year. The revision settlement of the Dhalbhum subdivision in the district of Singhbhum and the proceedings under section 112 of the Bihar Tenancy Act for reduction of rent in the districts of Patna, Gaya, Shahabad and Monghyr were continued. The total number of

holdings whose rent was reduced under this provision was 81,497 with the total *jama* of Rs. 21,53,028 which after reduction came to Rs. 16,55,234. The average reduction in the gross rental has ranged from 30 per cent in Patna to 15 per cent in Sasaram in the Shahabad district. In fair rent settlement cases in the Chota Nagpur Division, the Board of Revenue in revision retained only the levelling up of rents allowed by the settlement officers, rejecting the general enhancement by 6¼ per cent on the existing rent allowed by the Divisional Commissioner in addition to the levelling up.

The survey and settlement records in several districts have become out of date and in view of their utility they need revision.

Revenue Cases.

The total number of suits of all classes instituted during the year in Chota Nagpur decreased from 36,298 to 34,526. The number of applications for commutation of produce rents into cash rents fell from 1,239 to 835 in the Patna Division and from 111 to 60 in the Tirhut Division but rose from 41 to 117 in the Bhagalpur Division. The number of cases filed against landlords for failure to grant rent-receipts in the prescribed form rose from 169 to 337.

Loans.

Rs. 1,51,719 was advanced by Government during the year under the Agriculturists' Loans Act and Rs. 13,450 was distributed under the Land Improvement Loans Act.

Treasure-trove.

There were five cases of treasure-trove during the year, one each in Gaya, Saran and Muzaffarpur and two in Patna. In Patna 730 silver coins, mostly of the second century B.C. were discovered in a trench excavated for the sewerage scheme in Patna City, while two copper vessels, four stone rollers and a few other articles were found when the foundations of the new building of the Imperial Bank of India were being excavated. These coins and articles were sent to the Patna Museum. In Gaya a few images were found in a village, while 56 Alam Shahi silver coins were found in a village in the Saran district.

Forests.

The total area of all classes of forests in Bihar was 2,749 square miles during the year, comprising 1,310 square miles of Government reserved forests, 277 square miles of other reserved forests, 640 square miles of Government protected forests, 414 square miles of other protected forests and 108 square miles of

unclassed forests, including 3 square miles of unclassed state forests and other areas under the Forest Department. Efforts at trying to save the remnants of forest areas available in the province by reservation and protection continued. Applications under section 38 of the Indian Forest Act were received for an area of 56,365 acres from owners of private forests in the Ranchi and Monghyr districts and of this area 6,834 acres were examined by the Forest Department. In all 43,709 acres have been reserved during the year. Slow progress was made with the schemes for reserving forests along the Damodar valley on the borders of the Hazaribagh and Ranchi districts and in the north of Hazaribagh district in Domchanch and Masudih and Dhargora estate in thana Kodarma. The preservation of all these forests is of great importance and it is hoped that this object will be fulfilled in the coming year.

In this province where agriculture is the staple industry and the production of crops is dependent very largely on the rainfall, whether as direct rain or from stored resources, the conservation of every drop of rainfall is of vital importance to the agricultural population. Forests conserve water and tend to improve local precipitation by acting as self-filling tanks and storage areas which favourably influence agriculture. This benefit is attainable only by keeping sufficiently large portions of the catchment areas of the numerous streams and rivers rising in the hills of Chota Nagpur covered permanently with forests so as to release the stored water gradually in the form of stream flow which can be utilised for irrigation purposes and improved local humidity which has its influence on rainfall. The sooner the evil effects of the exploitation of forests in the catchment areas for immediate personal gain is realised by private owners the better for all concerned. These result in the rapid desiccation and erosion of soil and the flooding of rivers by rapid run-off. Propaganda undertaken by the Forest Department by means of publishing articles on the advantages of forest preservation and distributing suitable posters has achieved some useful results.

Experiments in afforestation were carried out in the Bachaburu area of the Chaibassa division and the Dhamniaphar area of the Santal Parganas. The success recorded last year in these areas has been maintained and the contour trenching which has been undertaken in both areas has had a very favourable effect on growth.

The total area of reserved forests under fire protection was 721,678 acres as in the previous year. The percentage of success

in protection was 89.2 against 86.8 in the previous year. The usual fire protection measures of cleaning and burning of boundary and fire lines and road traces and appointment of fire patrols during the fire season were adopted. The measures for special fire protection for regeneration areas by clearing and burning trees and cutting a contour inspection path round them were continued. The total expenditure on fire protection in the reserved forests was Rs. 6-4-0 per square mile against Rs. 5-2-0 in the previous year, while in the protected forests the expenditure was Rs. 56 only during the year against Rs. 54 in the previous year. There were 179 outbreaks of fire during the year which burnt 92,430 acres against 225 cases affecting 135,669 acres in the previous year.

The total revenue from forests was Rs. 7,00,926 against Rs. 5,64,747 in the previous year, while the total expenditure was Rs. 5,69,143 against Rs. 4,23,198 in the previous year.

The policy of Government is to make forests function as a national asset and also to extend such benefits to the raiyats as are possible. With a view to increase fodder supply, to arrest erosion and soil wash-off, to improve agriculture and forest areas by an adequate and more sustained supply of water and to check floods in the plains, Government have sanctioned as an experimental measure contour trenching schemes in Hazaribagh and the Santal Parganas. Adequate measures have been taken to encourage the owners of private forests to place their forests for reservation and management under Government. Due care has been taken to protect the interests of raiyats in the forests before they are declared reserved. The rates of royalties on most of the forest produce sold at the forest in the Damin-i-koh Government Estate in the district of the Santal Parganas have been reduced and some of the forest produce has altogether been exempted from any kind of royalty. Grievances of raiyats in other forest areas have also been removed. The question of the industrialisation of the forest produce is engaging the attention of Government and a scheme is being formulated in this connection. With a view to encourage Bihari students to take up training in forestry, two Bihari stipendiary students (one Hindu and one Muslim) have been deputed for training at the Dehra Dun Forest College for two years.

Irrigation And Flood Protection.

Canals are the main source of irrigation in the province. The important canal systems of the province are the Son canals in South Bihar and Tribeni and Dhaka canals in North Bihar irrigating an area of 666,114 acres. The total length of the Son canals is

over 1,587 miles and these irrigate 553,846 acres, while the Tribeni canal irrigates 98,625 acres, the Dhaka canal 10,869 acres and the Teur (Madhuban) canal, which is a minor work, 2,774 acres. The net revenue from the Son canals amounted to Rs. 15,86,925 during the year after an expenditure of Rs. 9,51,214 for extensions, improvements, maintenance and repairs, etc., while the total amount of water-rates realised from the other canals was Rs. 2,89,149, including Rs. 2,59,464 from the Tribeni canal, Rs. 22,632 from the Dhaka canal and Rs. 7,053 from the Teur canal against the total expenditure of Rs. 70,651 on maintenance and repairs. The cultivators were given relief to the extent of Rs. 1,97,332 in the shape of reduction of water-rates in the Son canal area from 1st April 1938.

The problem of flood prevention and control has been an important item in the new Government's programme and a conference of officials and non-officials was held in November, 1937 to consider remedial measures. For helping in the investigation of the problem and irrigation schemes a temporary post of Special Officer was created in the Irrigation Department.

The Irrigation Department is also responsible for protective measures against floods by the maintenance of embankments and drainage systems. No damage occurred to the embankments during the year except that a dying *sota* in the river Gandak at the 82nd mile of the Champaran embankment suddenly became active and scoured its left bank to a width varying from 600 to 900 feet and ultimately touched the toe of the embankment in a length of about 700 feet. In order to save the embankment a retired line in the 82nd and 83rd miles of the embankment was constructed.

The Tirhut Waterways Division, which was formed in 1934, continued its work of general survey and flood investigation in the districts of Champaran, Muzaffarpur, Darbhanga and in the adjacent areas of North Bhagalpur and North Monghyr. Among the surveys and investigations carried out by the Division mention may be made of the preliminary survey of the river Kosi and its old and new channels crossing the Nepal border. This survey was undertaken with a view to ascertaining whether a suitable training scheme of the river was feasible. Another important activity of the Division was the completion of the Bharthua Chaur drainage scheme during the year. This work has saved an area of about 30 square miles from inundation and has brought about 10 square miles of water-logged area under cultivation. Another important

drainage scheme undertaken was in connection with the water-logged areas of Majorganj thana in the district of Muzaffarpur. A few other major and minor drainage schemes were prepared by the Division.

Buildings.

In pursuance of their policy of avoiding expenditure on brick and mortar, the Government practically stopped all expenditure on new building projects and also reduced the provision for minor works projects to about a fifth of the normal provision. Activity of the Public Works Department (Roads and Buildings Branch) was therefore, confined to public utility schemes in the nature of improvements to hospitals, water-supply and drainage. Among the projects undertaken and completed during the year were the construction of additional wards for the patients at the Itki Sanatorium at a cost of Rs. 1,39,421, the reconstruction of the Hospital buildings at Gopalpur (Motihari) at an estimated cost of Rs. 2,36,058, the extension of water-supply and drainage at the Itki Sanatorium, the provision of additional tube-well and pumping plant at the famous Sonepur fair, the extension of Monghyr water-supply to town-planning areas, and the provision of water-supply for the Bhagalpur Central Jail.

CHAPTER X

Agriculture, Livestock and Co-operation

Weather And Crop.

The pre-monsoon showers were below normal everywhere, and though the monsoon itself commenced in June as usual the rainfall during this month was deficient everywhere except in the district of Singhbhum. In July rainfall was general throughout the province but the fall was everywhere below the average except in Gaya, Shahabad, Hazaribagh, Ranchi, Palamau and Manbhum where it was above the normal. In August rainfall was again general and was above the normal everywhere except in the districts of Chota Nagpur where it was below normal. The rainfall in September was below normal except in Monghyr, the Santal Parganas and Chota Nagpur where it was above the average. The October rainfall was above normal everywhere while in November very light rain fell in parts of Patna, Gaya, Saran, Hazaribagh and Ranchi. In December light rains were recorded in parts of Tirhut only but in January and February light rain was recorded in all districts in the province; the fall in January was above normal everywhere except in Gaya, Monghyr, Bhagalpur and Purnea where it was below normal; in February the fall was below normal except in Champaran, Darbhanga, Purnea, Santal Parganas, Hazaribagh, Ranchi, Palamau and Manbhum where it was above normal. In March scanty showers were recorded in some districts but there was no rain in most of the province. Floods were experienced in the months of June, July, August and September and these affected the standing crops, including sugarcane, in parts of Patna, Shahabad, Saran, Muzaffarpur, Darbhanga, Bhagalpur and Purnea.

Autumn Crops.

The general condition of *bhadai* crops was fair to good throughout except in Shahabad, Muzaffarpur, and parts of Patna, Bhagalpur and Purnea where the crops suffered on account of unfavourable weather conditions at the beginning of the season and on account of floods later on. The outturn of the *bhadai* crops was estimated at 89 per cent of average of the past ten years, the condition figure for maize and autumn rice being estimated at 78 and 93 per cent respectively of the average of the previous ten years. The total yields of maize and autum rice were estimated at 444,900 tons

and 632,300 tons, respectively as compared with 482,500 tons and 663,400 tons in the previous year.

Winter Rice.

The condition of the crop throughout the province was good but some damage from floods occurred in parts of Saran, Darbhanga, Bhagalpur and Purnea and from insect pests in parts of Ranchi district. The final outturn of the crop was estimated at 95 per cent of the normal on an area 15 per cent less than the average resulting in a yield of 50,166,500 cwts as compared with 53,833,200 cwts in the preceding year.

Rabi crops.

Bihar is the chief *rabi*-growing tract. The outturns of wheat, spring oil-seeds, castor and other *rabi* crops (including gram, barley and summer rice) were estimated at 90, 91, 89 and 85 per cent of the normal and on these bases the outturns were estimated at 432,700 tons, 250,200 tons, 4,700 tons and 2,734,700 tons, respectively as compared with 434,800 tons, 255,000 tons, 4,700 tons and 2,800,400 tons (revised) in the previous year.

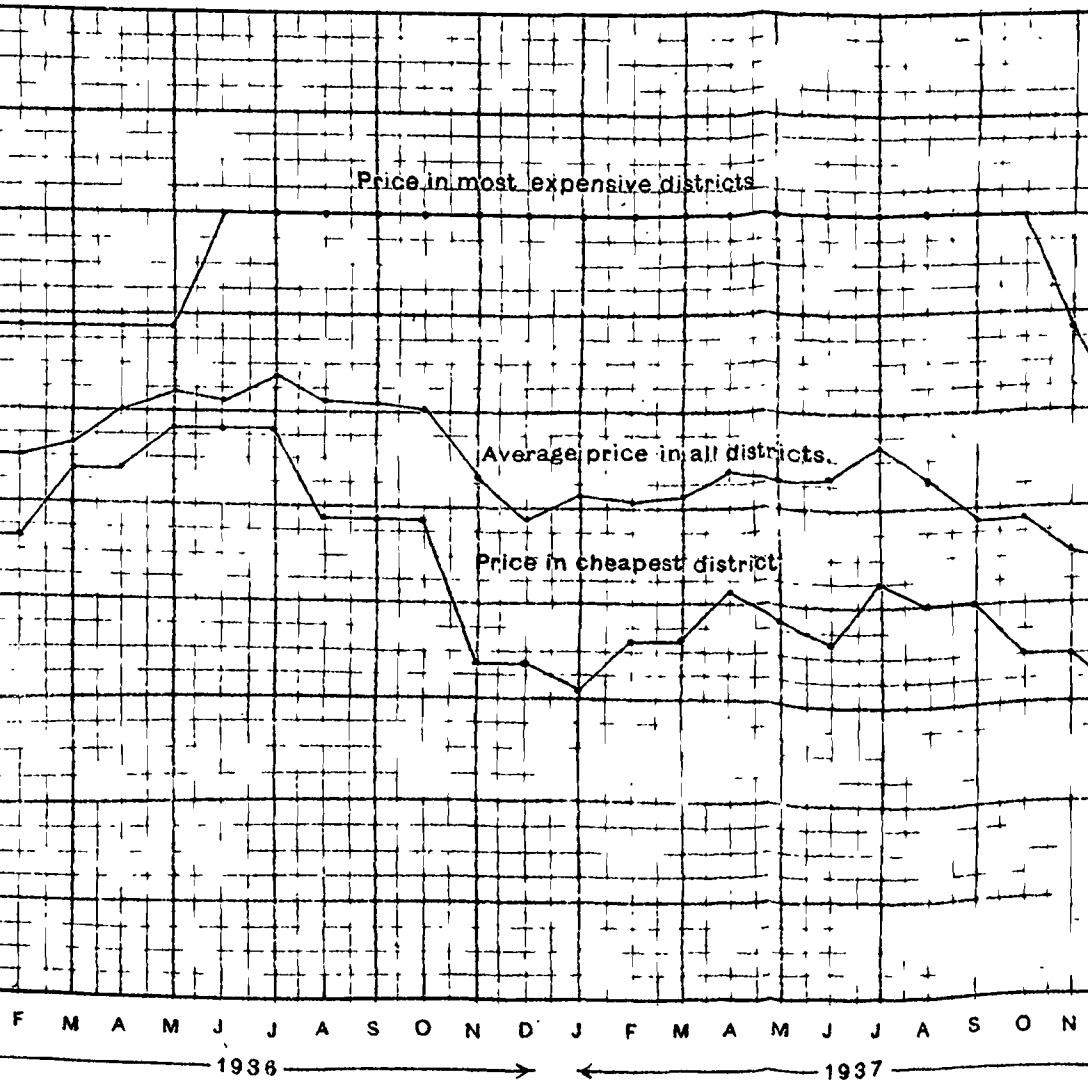
Jute.

The important jute district of the province is Purnea which produces 97.5 per cent of the crop grown in Bihar. The weather conditions on the whole were unfavourable in Purnea district though quite fair in the other areas where jute is grown. The area sown was estimated at 445,000 acres as compared with 463,600 acres (revised) in the previous year while the total outturn was expected to be 896,400 bales against 1,084,500 bales (revised) in 1936-37.

Sugarcane.

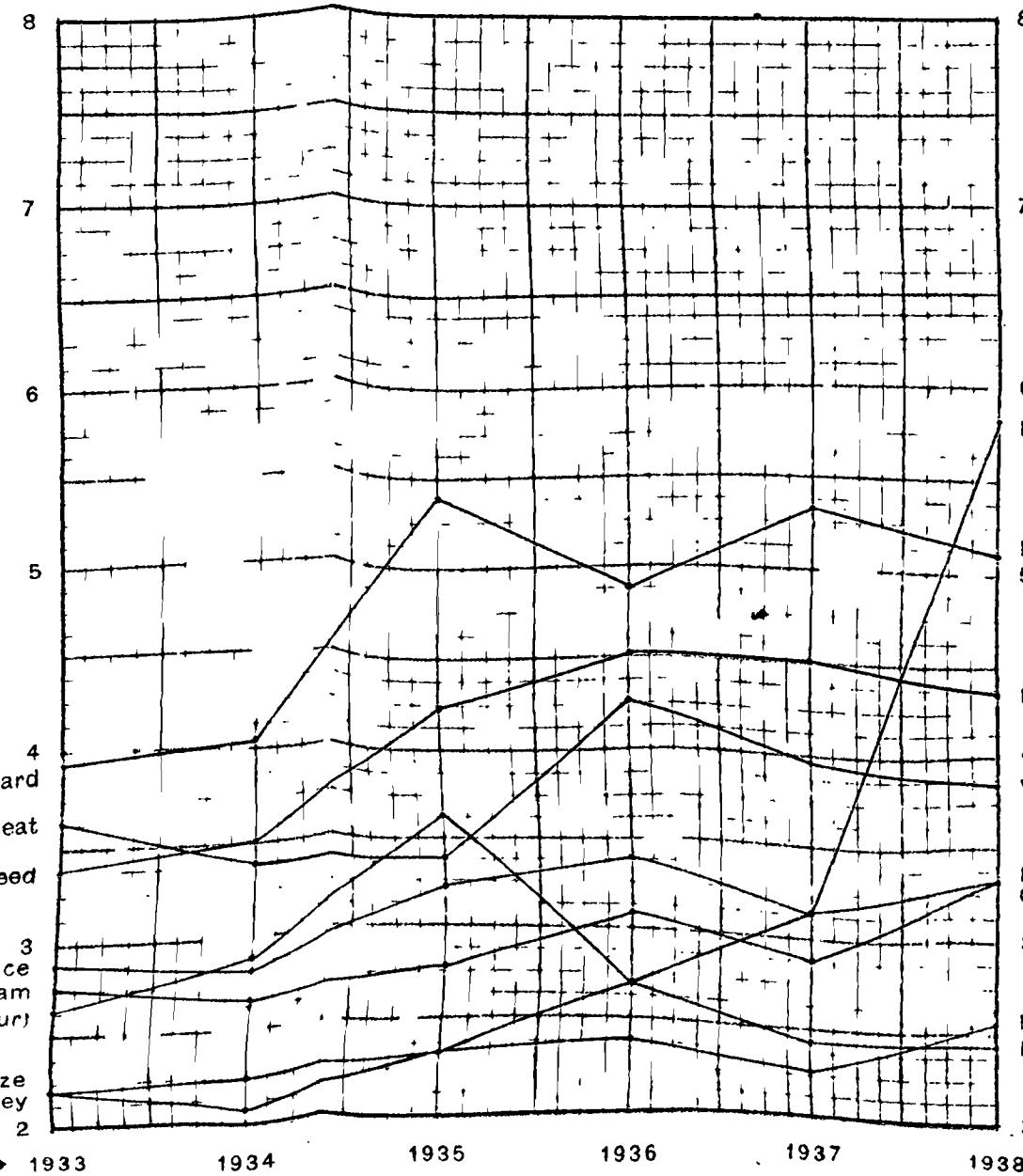
The weather on the whole was favourable to the crop over the main sugar tract, and the condition was fair to good everywhere except in parts of Bhagalpur and Purnea. The total area planted during the year was estimated at 342,400 acres in the final forecast (subsequently revised to 360,500 acres) against 460,500 acres (subsequently revised to 493,600 acres) last year. Taking the provincial yield at 10 tons per acre north of the Ganges and 14 tons per acre elsewhere the gross outturn of cane decreased from 5,554,400 tons or 151,203,100 maunds to 3,555,200 tons or 96,780,400 maunds (subsequently revised to 3,79,900 tons or 103,196,700 maunds).

Diagram showing the price in rupees of one standard maund of common rice month by month in 1936 and 1937.


Price in most expensive districts
Average price in all districts.
Price in cheapest district
F M A M J J A S O N D J F M A M J J A S O N
1936
1937

Drawn & Zincographed in the Bihar Survey Office, 6

Graph showing price per standard maund in rupees of important agricultural commodities from 1933 to 1938.



Drawn & Zincographed in the Bihar Survey Of

Cotton.

The important cotton-growing districts with an acreage of more than 1,000 acres are Saran, Muzaffarpur, the Santal Parganas and the districts of the Chota Nagpur Division except Singhbhum. The condition of the crop in these districts was fair to good everywhere. The estimated outturn was 8,265 bales as compared with 6,436 bales in the previous year, the increase in yield being due to an increase of 38 per cent in the area devoted to the crop.

Cropped Area.

The total area cropped during the year was 23,810,000 acres against 24,487,300 acres in the previous year. The area under winter rice showed a decrease of 6 per cent while the area under autumn rice showed a slight increase of .43 per cent and that of under jute showed a decrease of 4 per cent.

Prices And Marketing.

The prices of food grains were lower on the whole than in the previous year except in Shahabad, Saran, Darbhanga, Bhagalpur, Purnea, Hazaribagh and Palamau.

The local marketing branch submitted reports to the Agricultural Marketing Adviser to the Government of India on barley, cocoanuts, markets, *hats* and fairs, co-operative marketing and sheep and goats. In addition to these reports a large volume of supplementary information was supplied to the Central staff and notes on the dairy industry and on the grading of tobacco were also prepared. Reports on potatoes, gram, maize, *ghee*, butter, rape and mustard are under preparation and are nearing completion. Attempts are being made, however, to take up work on the grading of tobacco, linseed, and *ghee* according to the scheme drawn up by the Agricultural Marketing Adviser. In order to carry out practical schemes of development a proposal has been submitted to Government for the post of an Assistant Marketing Officer to be paid from provincial revenues. The marketing section took part in the departmental show at Sonepur and at the Patna College on the occasion of the Patna College centenary celebrations. Demonstrations of the enormous range of weights and measures usually found in the province were exhibited and caused tremendous interest.

Agricultural Research.

The research work of the Agriculture Department falls under two categories, one which is financed by the Imperial Council of Agricultural Research and the other from the provincial revenues. The sugarcane

research, the rice research, the fruit research and the fodder research are financed by the Imperial Council of Agricultural Research.

Sugarcane Research.

The agricultural research work made good progress during the year. The Sugar Research station was engaged in the task of evolving an ideal cane. The work during the year shows that Coimbatore 299 is still the best cane at the beginning of the crushing season as it has a very high sucrose content even in early December. It is also tolerably resistant to insect pests and diseases. In the mid season group Coimbatore 313 is the present standard. It is very little later than Coimbatore 299. In this class of canes Coimbatore 385, 386 and 393 are all very promising. Coimbatore 356 which also belongs to this group gave excellent results in mill trials carried out during the year. In the mid season group, of which Coimbatore 213 has been the accepted standard for nearly 20 years, Coimbatore 413, 421 and B. O. 3 and B. O. 4 have given encouraging results. The manurial trials showed that the standard dressing of cane with 10 maunds castor cake and one maund super per acre was better than when the same quantities were supplied entirely by fertilisers and that higher doses of fertilisers were uneconomic even though they increased the yield. It also became evident that there was no advantage to be obtained from the usual practice of applying fertilisers in two doses, one at planting time and another at the time of ridging the cane. A single application at planting time gives quite as good yields and the time of maturity of the cane and its sucrose content show no difference from the different treatments. Manuring with Potash was found, as usual, to depress the yield without inducing any compensating increase in the sucrose content of the cane. The beneficial effects of sulphitation-process molasses and press mud were confirmed at the Research Station.

For the fifth year in succession the beneficial effects of hot weather irrigation in North Bihar were confirmed. The value of such irrigation was proportional to the dryness in the hot weather for in years when pre-monsoon showers are received in May and early June there is very little difference in yield between irrigated and unirrigated canes. Accordingly it is inferred that expensive irrigation projects are uneconomical for cane cultivation under average conditions in North Bihar but where water can be cheaply supplied from a lake two or three irrigations in the hot weather are a very desirable safeguard. It was observed both at Pusa and

at Patna that the irrigated crop showed a lower incidence of borer infestation than the unirrigated crops. In addition to these very practical studies on the cultivation of the cane crop a large amount of scientific work was carried out in connection with root studies, moisture requirements, factors concerning tillering, varietal behaviour in relation to insect pests, and further progress was also made with the hand refractometer for standardising juice sampling technique in the field.

Rice Research.

The very first piece of work that had to be done was to study the enormous varieties of rice under cultivation and no less than 5,000 samples were originally collected from both Bihar and Orissa. After these were thoroughly studied, it was found that many so-called varieties were merely the same varieties under different names and that many were really mixtures of different varieties. These varieties were reduced to 1,200 varieties. This provides the material from which selection of better and higher yielding strains have to be made and therefore every variety had to be grown and studied separately. Their agricultural values are now being examined with a view to concentration of effort being brought to bear on the most promising kinds. Manurial, genetical and physiological studies were also made.

Fruit Research.

Work is also being carried on in connection with the fruit research scheme in order to study the main fruits grown in the Gangetic plains of both Bihar and the United Provinces. At present the research work is confined to the mango, litchi and papaya. One of the most important problems for study is to try and find out why mango trees do not bear a full crop each year, and this matter is now being studied from different angles.

Research On Quality Of Cigarette Tobacco.

Experiment is also being carried out with a view to evolving a suitable quality of cigarette tobacco at Sabour where two flue curing barns have been constructed.

Fodder Research.

As a result of the satisfactory results obtained at Kanke Farm from feeding mineral salts to the cattle a scheme for carrying out an analysis of the indigenous fodders in the province was worked out. In connection with these studies analyses are carried out on maize, juar, meth, *khesari*, berseem, elephant grass, etc., to find out their mineral

content at different stages of growth. Results obtained so far are very interesting, particularly in connection with the high content of protein, lime and phosphoric acid in elephant grass.

Provincial Research.

Research work financed from provincial revenues is at present confined to the chemical and agricultural engineering sections of the Department. Work in connection with soil survey of the province was continued during the year and much useful data have been collected in connection with the chief crops grown, with irrigation, the level of the water table, climate, surface features, etc., and chemical analysis of a large number of soils has also been completed. The results show very clearly how, and to a certain extent why, the fertility of soils varies from tract to tract and once the survey is finished, it will furnish a convenient basis for giving advice to growers as regards the manuring requirements of their fields.

Agricultural Engineering Section.

The activities of the engineering section are confined principally to the improvement and extension of irrigation facilities by improving wells with open borings, the sinking of tube-wells, the installation of hand, bullock and power water-lifts, the survey of catchment areas, *bandhs*, irrigation and drainage channels, with the tendering of advice, estimates and plans on such irrigation schemes; the construction work required on Government farms and the designing of agricultural implements and machines suitable for Bihar conditions. The Engineering Section undertook 242 borings and sinking of 124 small tube-wells during the year.

Agricultural Farms.

The four Government experimental farms, one in each of the agricultural ranges of the province, namely, at Pusa, Patna, Sabour and Kanke with their subsidiary farms continued to do useful work in the testing of cultural methods, seeds, manures and implements in their respective areas. During the year, the Musheri farm was taken over as a sugarcane seed nursery so that the number of farms in Tirhut has now been increased to five. All farms collaborated with the sectional and specialist officers in carrying out experimental work on the major problems of crops and soils. Special attention was devoted to sugarcane, wheat, tobacco, pulses, oil-seeds and fodder crops. The problems relating to the maintenance of soil fertility, the use of artificial manures and the making of vegetables compost were a prominent feature of the studies engaged in at all the farms.

Propaganda.

Demonstrations on the cultivators' own lands under the village conditions is the main plan of propaganda on agricultural improvements. A large number of demonstrations were carried out during the year by the district staff, most of which have become part of the general agricultural practice of the province. As the result of this work, the whole area under sugarcane in Bihar is now planted with Coimbatore canes and a similar result will soon be achieved in case of the wheat crop. 21,307 demonstrations were given during the year to show varietal, cultural and manurial improvements of sugarcane, wheat, paddy, *rahar*, lineseed, gram and other crops, while 2,432 demonstrations of compost-making were also carried out. The Agricultural Engineer also carried out demonstrations with water-lifting equipment worked by power and bullock labour and with various kinds of machinery at the most important *melas* held throughout the province. As a result of these demonstrations 22,445 maunds of seeds were sold to the public and 16,300 maunds of seeds were distributed free.

Agricultural Education.

In the absence of an Agricultural College in the province, there is a dearth of suitably qualified men for service in the Department. With a view, therefore, to meeting the demand for trained men in agriculture Government have sanctioned 10 stipends of Rs. 40 per month to each student for undergoing a course of agricultural training leading to a degree in agriculture at the Cawnpore Agricultural College. In addition to these, Government have also sanctioned 10 stipends of Rs. 10 per month for a period of one year for the training of sons of *bona fide* cultivators in practical agriculture.

Cattle Diseases.

With the advent of a more popular Government there came about a change in the outlook of the public towards the problem affecting the welfare of the cattle. The general condition of the cattle was on the whole satisfactory. The number of outbreaks of different contagious livestock diseases was 2,884 as compared to 3,289 in the previous year. There were 12,644 deaths out of 36,593 animals affected, as compared to 18,632 deaths out of 40,675 attacks in the previous year. This improvement was due mainly to the large decrease in the number of rinderpest outbreaks and deaths, Bhagalpur and South Monghyr being entirely free from this disease. On the other hand, there was distinct increase in the number of outbreaks

of haemorrhagic septicaemia and foot and mouth diseases, the former having broken out in specially virulent form in almost the entire Central Range and Ranchi district and the latter having particularly affected Saran and Ranchi districts. 2,536 outbreaks were attended to by the departmental staff during the year. Preventive inoculations against the various cattle-diseases were continued and a total of 474,091 animals were immunised during the year as against 504,219 in the previous year. The decrease in the number of protected animals was due to the lesser outbreak of rinderpest. The percentage of death among the protected animals was .005 as compared with .08 during the previous year.

Veterinary Hospitals.

The number of rural veterinary dispensaries increased from 122 to 132 during the year and the number of veterinary assistant surgeons in the districts increased from 107 to 120 during the year. These rural veterinary dispensaries are becoming increasingly popular among cattle-owners owing to their proximity to their villages and the question of increasing their number is under consideration. The number of veterinary hospitals remained constant at 29 as in the previous year, but the number of patients treated at these veterinary hospitals was 100,395 as against 97,225 in the previous year. This increase is satisfactory inasmuch as it indicates that increasing advantage is being taken of the institutions by the livestock owners.

The Cattle Farm.

The total strength of cattle breeding and dairy farm at Patna was 571. The total milk yield was 395,272 lbs. against 401,973 lbs. during the previous year or an average of 11 lbs per cow per day. The total quantity of milk sold during the year was 362,108 lbs.

Bihar Veterinary College.

The college entered on the eighth year of its existence. 38 new students were admitted as against 29 during the previous year while 57 out of 59 old students returned for further studies making a total of 95 at the beginning of the year. The Annual and Diploma Examinations of the college were conducted by a Board of Examiners duly constituted by Government. 80 students, namely 33 in class 'A', 22 in class 'B' and 25 in class 'C' appeared at the examination. Out of these, 56 passed, namely, 21 in 1st year, 18 in 2nd year and 17 in the 3rd year, the percentage of passes being 63.6, 81.8 and 68, respectively.

Propaganda And Research.

The subordinate staff paid greater attention to this work with a view to popularising the activities of the department particularly among the livestock owners living in the villages. Altogether 7,808 lectures on different subjects relating to contagious livestock diseases and their preventive measures, care and management of animals were delivered at the important centres, rural veterinary dispensaries, middle English schools, markets and *hats*. Investigations into diseases of livestock and their methods of treatment were carried out with success by the Disease Investigation Officer.

Co-operative Movement.

The most salient feature of work of the department during the period was the inauguration of a scheme for the rehabilitation of the co-operative movement by Government. The scheme provides for an intensive enquiry into the assets, liabilities and repaying capacities of the members of societies and Central Banks with a view to ascertain their accurate position. Side by side with the elimination of undesirable members, societies and banks, the strength of the movement will be increased by the organisation of new societies on sound lines. Rehabilitation enquiries have so far been taken up in 13 banks, namely, Chapra, Muzaffarpur, Kishanganj, Araria, Hajipur, Barh, Bihar, Fatwa, Dinapur, Masaurhi, Aurangabad, Hazaribagh and Purulia. Of these, reconstruction work has now been completed in three banks, namely, Chapra, Muzaffarpur and Kishanganj. Government have appointed a Co-operative Rehabilitation Committee, consisting of ten members, with the Registrar of Co-operative Societies, as Convener, to advise Government in all matters connected with rehabilitation.

The Provincial Co-operative Bank.

The Provincial Co-operative Bank continued to show signs of deterioration in the recoveries of loans. The question of bifurcation of assets and liabilities of the Provincial Co-operative Bank consequent on the separation of Orissa was settled at a conference held at Patna. The conference was attended by the representatives of the Governments of Bihar and Orissa and the Provincial Co-operative Bank. The working capital of the bank which stood at Rs. 1,10,13,000 on the 31st December, 1936, was reduced to Rs. 1,02,24,000 as a result of the sale of Government securities for refund of deposits maturing during the year. The paid-up share capital remained at Rs. 6,11,400 as in the previous year.

The total amount of deposits of all kinds held by the Bank at the close of the year was Rs. 68,94,000 against Rs. 77,78,000 in the previous year. In the matter of fresh advances the Bank followed a very cautious policy. The total amount of loans given during the year amounted to Rs. 53,28,000 as against Rs. 53,56,000 during the previous year. The position of the Provincial Co-operative Bank has been somewhat weakened on account of the general depression affecting the Central Banks. As a result of meetings of creditors held by several Central Banks, it became necessary for the Provincial Bank to forego part of its claim against them on a *pro rata* basis like other creditors. Steps are, however, being taken to strengthen the position of the Provincial Co-operative Bank and the matter is already receiving the attention of Government.

Central Banks And Unions.

The number of Central Banks and Central Unions remained at 53 as before. The working capital of the banks decreased by Rs. 3.02 lakhs and stood at Rs. 167 lakhs. There was also a drop in the share capital by Rs. 7,724. It amounted to Rs. 16.26 lakhs at the end of the year. The total reserves including (bad debt and other funds) increased by Rs. 24,000 and stood at Rs. 13.57 lakhs. The total amount of statutory reserves of the Central Banks stood at Rs. 7.35 lakhs as against Rs. 7.27 lakhs in the previous year. Deposits in Central Banks and Unions fell by Rs. 3.26 lakhs to Rs. 84.73 lakhs. The collection was below 5 per cent in 32 banks while it ranged between 5 and 10 per cent in 11 banks. Only two banks recorded collection of more than 40 per cent, the highest percentage, namely, 64.1 being attained by the Deoghar Central Co-operative Union, Limited, followed by the Godda Central Co-operative Union with 41.1. The collection of the remaining eight banks varied between 10 and 20 per cent. The total amount of interest collected during the year was Rs. 6.78 as against Rs. 7.27 lakhs in the previous year. The percentage of collection was 14.5 as against 18.4 and 25.9 in 1936 and 1935, respectively. The Dhanbad Central Co-operative Institute, Limited, realised its interest in full, while the Deoghar and the Godda Unions collected 98 and 86 per cent, respectively, of their interest demands. Excepting 4 other banks, namely, Giridih, Rohika, Jamtara and Siwan, which attained percentages above 50, the collection of interest of other banks was very unsatisfactory. The combined percentage of collection of principal and interest comes to 7.6 as against 8 and 10.7 in 1936 and 1935, respectively.

'Clean-all' campaign as part of the rural development drive in Bihar.

The total advances made to societies by banks during the year amounted to Rs. 3.41 lakhs as against Rs. 3.89 lakhs in the previous year.

Rural Development.

As in the previous year, a number of banks encouraged agricultural improvements by popularising the use of improved agricultural implements, manure pits, compost heaps and cultivation of sugarcane of improved varieties. Appreciably good work was done in seven banks, namely, Deoghar, Dhanbad, Khunti, Gumla, Ranchi, Bihar and Chaibassa. Demonstrations of improved varieties of Dahia paddy, Pusa wheat and sugarcane Coimbatore 213 were made in different centres in the area of the Deoghar Central Co-operative Union, Limited. A model demonstration garden is being laid out in Khaga village in the same area and two pucca wells have been constructed on the land intended for a garden. 15 banks participated in the promotion of village sanitation and medical relief. Homoeopathic medicines were distributed free from charity funds of 17 societies under the Deoghar Central Co-operative Union, Limited, while the members of Babhanbay Co-operative Society in Hazaribagh cleaned their village lanes twice during the year. The inspecting clerks of the Khunti Central Co-operative Union inspected wells of 29 villages.

Apart from the activities of banks and societies in the direction of agricultural improvement, sanitation, medical relief and education, good progress was made in four selected village centres, namely, Manair in the Patna Division, Silout in the Tirhut Division, Mihijam in the Bhagalpur Division and Kuru in the Chota Nagpur Division, under the village welfare scheme financed by the Government of India grant. Each centre comprises a group of 3 to 5 villages and in each centre the entire programme of rural reconstruction is being executed through a Rural Welfare Committee composed of non-officials and officials. The feature of the work was adult education movement through the organisation of night schools. The total unmber of schools organised under the scheme at the different centres comes to 36 which includes two girls' schools, one at each of the centres at Kuru and Silout. These schools are maintained partly by local contribution and partly by local bodies. A village library has been started at Silout in Tirhut Division and Kuru in Chota Nagpur Division. Good work has been done in organising village sports. Rural reconstruction activities embraced several items of work such as promotion of

physical culture, disinfecting of wells, preparation of manure pits, bore-hole latrines, and setting up of demonstration classes showing the improved methods of agriculture.

Societies.

The number of working agricultural societies of all classes increased by 123, the total number at the end of the year being 6,790. The membership of the societies decreased by 2,889 and stood at 161,287. The paid-up share capital and the working capital amounted to Rs. 11.22 lakhs and Rs. 148 lakhs, respectively, as against Rs. 11.67 lakhs and Rs. 152.44 lakhs in the previous year. The decrease is due to liquidation of a number of societies and inadequate advances on account of paucity of funds. The statutory reserve also decreased by Rs. 1.28 lakhs and stood at Rs. 25.84 lakhs. The total amount of loans advanced to members during the year was Rs. 2.61 lakhs as against Rs. 3.67 lakhs in the previous year. The number of Primary Credit Societies with ulimited liability increased by 19 to 6,552 but the membership decreased by 3,020 and stood at 149,707. The working capital and reserves of the societies stood at Rs. 147.41 lakhs and Rs. 26.66 lakhs as against Rs. 150.77 lakhs and Rs. 26.76 lakhs, respectively, in 1936. The total loans outstanding at the end of the year amounted to Rs. 15,840,282 (Rs. 97,95,717 principal and Rs. 60,44,565 interest).

There were 23 grain golas, 8 in Santal Parganas, 10 in Ranchi, 3 in Hazaribagh, 1 in Purulia and 1 in Bhagalpur. The membership of the golas decreased by 2,282 to 7,060. Cash and credit advances to members amounted to the value of Rs. 7,747 as against Rs. 4,243 in the previous year and the total repayments amounted to Rs. 10,020. The total amount outstanding was Rs. 40,347 out of which Rs. 8,429 was overdue. The working of the Mayaganj Gola Society in Bhagalpur, which is a dairy society, showed a little improvement as a result of stopping sale of milk on credit. The society had 37 members with a working capital of Rs. 4,161 and a reserve fund of Rs. 2,226 at the end of the year. The main function of the society is to purchase milk from its members and to sell it to the residents of the town.

Among the agricultural societies mention may be made of the cane-growers' societies. The year saw the expansion of the scheme for the organisation of such societies. In view of the special facilities provided by the Sugar Factories' Control Act, 1937, for the organisation of cane-growers' co-operative societies,

a revised scheme involving considerable expansion of cane-growers' co-operative societies was recently sanctioned by Government. According to the revised scheme, the total staff will consist of 5 special officers, 35 organisers and 70 supervisors besides the necessary office staff. A scheme for production of improved variety of *gur* and a special kind of *gur* cakes or '*Patali*' and *gur* confectionaries called 'Bihar Delights' was taken up, as an experimental measure, during the last crushing season. The services of four expert *Patali* manufacturers were secured from East Bengal for training the local people. Adequate attention was also paid to the introduction of improved implements which are extremely popular in cane-growers' co-operative societies. 177 cane-growers' societies with a membership of 3,913 operated in the crushing season, 1937-38, and were able to supply 11.52 lakh maunds of cane, while in South Bihar 26 cane-growers' societies with a membership of 261 operated during the year.

It is gratifying to note that cane-growers' societies are keen on the introduction of improved and greater sucrose yielding varieties of cane.

There were 206 non-agricultural societies with a membership of 31,370 as against 210 societies with 30,829 members in the previous year. In the domain of non-agricultural societies, the societies for depressed classes deserve mention. There were altogether 17 societies. Four of these consist of shoemakers, 11 are comprised of Doms and Mehtars and 2 of Beldars. These societies worked satisfactorily except in the case of three shoemakers' societies and one Beldar society.

The Co-operative Federation.

The 20th session of the Bihar Co-operative Federation Congress was held at Patna, on the 6th and 7th April 1938, under the presidentship of the Hon'ble Mr. V. Ramdas Pantalu. As recommended by the Congress, Government were requested to take audit of societies under their control from the Co-operative Federation. The recommendation has since been accepted. The Bihar and Orissa Co-operative Press at Gulzarbagh, owned by the Bihar and Orissa Co-operative Federation, Limited, having proved to be a losing concern, was closed.

Co-operative Training Institute.

The Co-operative Training Institute at Pusa, run by Government, was reorganised on a residential basis during the year. The revised scheme provides for comprehensive training, both theoretical and practical. Adequate attention is being paid to

their diet, regular games and extra-curricular activities, the hostel being run through committees of stipendiaries under the general supervision of the Superintendent. An interesting feature of the scheme is the provision for lectures by outside lecturers of repute.

Important Measures and Activities in 1938-39.

Improvement Of Agriculture.

A reorientation has taken place in the policy of the Agricultural Department by bringing the Department closer to the cultivator. Non-official agricultural advisory committees have been set up in all subdivisions to draw up programmes of work to be carried out by the staff of the Department and to select the villages where the work is to be done. With a view to concentrating the activities of the propaganda staff of the Agricultural Department, Government have decided to take up work in selected thanas in each district as an experimental measure. Extra funds have been sanctioned on the basis of Rs. 300 per thana for the purpose of distributing free seeds and manures in these thanas.

In view of the interest aroused in bee-keeping as a cottage industry, four agricultural overseers were sent to Mysore and Cuttack for a short course in bee-keeping. It is now proposed to utilise the services of these overseers in assisting those who would like to take up bee-keeping as a subsidiary means of livelihood.

A conference was called to review the whole work of the Department and to suggest new lines of development in order to make the Department more useful to the cultivator. The recommendations of the conference are receiving the earnest and immediate consideration of Government.

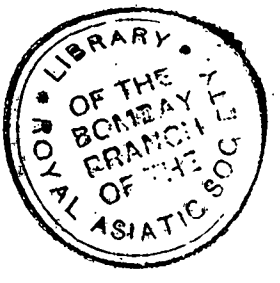
Improvement Of Livestock.

The question of live-stock improvement has received much greater attention than in the past. Some Tharparker and crossbred bulls were supplied to the local bodies and the campaign to eliminate scrub bulls as an aid to improvement of cattle was pushed on. Schemes are under consideration for the training of young Biharis in the art of dairying and giving state aid to selected young Biharis to set up as dairy farmers.

Rural Development.

Government have sanctioned Rs. 80,000 for a beginning to be made with a rural development scheme in the province. A Chief Organiser and an Organiser have been appointed to work out the scheme. Under the scheme model centres of rural welfare work will be opened, to

start with one in each division of the province, where efforts will be concentrated to improve village life in all its aspects. Arrangements are being made to train the first batch of 216 stipendiaries as village organisers and district inspectors. After training, the stipendiaries will be deputed to selected areas to carry on rural development work in the villages and to teach the villagers to live a better, happier and more decent life. The basic units in the organisation of this rural uplift work will be village panchayats. It is proposed to harness the services of such private voluntary institutions as are already engaged in the work of rural reconstruction by giving them grants-in-aid. The scheme aims at a five-year plan of economic recovery of the villages.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CHAPTER XI

Commerce and Industry

General.

The overwhelming mass of the population in the province depends for its livelihood upon the soil. It is because this livelihood is so scanty that the general standard of living remains low. With an improvement in agricultural efficiency and income the foundation for an all-round improvement in the standard of living will be laid. The advantage will not only be to the peasants. Such an improvement is essential to any further considerable advance in industry. Until the peasant is able to buy the products of the factory, there is not much prospect of any great increase in industrial output finding the necessary market. Therefore, any big industrial advance must be accompanied by similar advance and development in agriculture.

Bihar is a specially favoured province by Nature. She is richer than any other province in its resources, mineral and agricultural, as compared to its size and population. Besides agriculture and cottage industries, the mining of minerals, the manufacture of metals and the manufacture of white sugar are the three main organised industries of the province.

With the coming of the Congress Government to power, the demand for National Planning became very persistent and the first step in that direction was taken at a conference of Ministers of Industries held at Delhi in October, 1938, by appointing a Committee to formulate a comprehensive scheme for the industrial development of the country. The object of the Committee is to improve the well-being of the community, principally by intensifying the economic development of the community concerned on a national basis in an ordered systematic manner so as to maintain due equilibrium between the producing and the consuming units. National Planning is a modern technique adopted in some form or other very successfully by almost all the civilised nations of the world. In India, the need for such an organised and co-ordinated drive for economic advancement has long been felt. In pursuance of this, the Hon'ble Dr. Syed Mahmud later convened a conference to consider the industrial planning of Bihar. The conference formed three separate committees for the detailed investigation of the mechanical industries, the chemical industries and the cottage industries that can be suitably developed in the province and to make their recommendations at an early date for the consideration of Government.

Sugar Industry.

The year marked an important landmark in the history of Indian sugar industry. India became self-sufficient as regards her requirements of sugar. There were 136 factories working throughout India as against 57 in 1932-33. The growth of the industry in Bihar during the last seven years has been rapid. The number of factories working in the province rose from 12 in 1931-32 to 33 during the year, producing 23.91 per cent of India's total output of sugar. The phenomenal growth of the industry and its position in the agricultural economy of the province gave rise to several problems and the Bihar Government acting in collaboration with the sister province of the United Provinces passed the Sugar Factories Control Act.. This is perhaps the first piece of legislation in India providing for planned production and rational distribution of not only the raw material, cane, but also the finished product, sugar.

For the first time during the year under review, a well co-ordinated policy of administration in the various districts was effectively enforced by the Cane Department and an appreciable improvement was shown therein.

The constitution of the Sugar Control Board in the beginning of January 1938 by the Governments of Bihar and the United Provinces, may be considered to be the first link in the chain of inter-provincial co-operation for the common good of the provinces concerned. A Cane Advisory Committee for the province of Bihar was also constituted. In the case of District and Divisional Advisory Committees, their representative character was sufficiently enlarged and, as an experimental measure, suitable non-officials were appointed as secretaries to some of these committees.

The total crush of the Bihar vacuum pan factories during the crushing season 1937-38 was 64,242,337 maunds. There was no surplus of cane anywhere in Bihar at the close of the crushing season. The season was a favourable one for the cane-growers and the minimum prices of 5 annas and 3 pies and 5 annas for gate and rail cane, respectively prevailed throughout. The cane-growers during the season got more than Rs. 2 crores from vacuum pan factories and Rs. 4,00,000 from open pan factories. Apart from this, *gur* worth several lakhs of rupees was made.

It was decided to levy a cess of six pies per maund on all sugarcane purchased by the factories. A good portion of the proceeds from the cess is being utilised for the improvement of sugar cultivation on organised and scientific lines.

Other Industries.

Among the other important industries which supplied employment were the handloom industry, silk industry, lac industry, tinplate cable industry, engineering works, milling industry and sabai grass industry. The condition of the lac industry was far from satisfactory. In spite of the decrease in production (stick lac) in India from 1,622,500 maunds in 1936 to 1,264,900 maunds in 1937, there was a steady decline in the price of lac probably on account of speculative stocks in foreign markets. The total export during the year was also less by about 20 per cent than that for the same period of the previous year, while the total value decreased from Rs. 23.5 millions to Rs. 16.1 millions. The abnormally low price, coupled with the uncertainty of the market, seriously affected the lac growers and the small manufacturers. This caused considerable anxiety to the Provincial Government, who, in co-operation with other lac-growing provinces and States and the Government of India, subsequently tried to devise measures for the improvement of the industry, particularly in the matter of marketing. The output of the Tinplate Company of India, Limited, Golmuri, reached the highest figure yet recorded, namely 60,360 tons. The total quantity of steel worked out was 74,430 tons and the average number of labour daily employed was 2,887. The wire nail industry continued to flourish. The oil milling industry showed signs of improvement towards the beginning of the year, but this improvement could not be maintained as the price of oil-seeds became disproportionately high as compared to the price of oil. The rice milling industry did not show much improvement owing to the partial failure of the paddy crop. The general condition prevailing in the flour milling industry remained practically unchanged.

Coal.

There was considerable improvement in the coal industry until about the middle of the year and prices rose substantially. As a result of this improved position many old and abandoned collieries were reopened. The number of coal mines worked was 340 in 1937 and 363 in 1938, while the output of coal increased from 13.69 million tons in 1937 to 15.46 million tons in 1938. The increase in price which varied between Rs. 3 to Rs. 6-8-0 a ton was due to the revival of iron industry and export of coal to China ports, prohibition of employment of women underground and the scarcity of wagons. Miners' wages were increased at most collieries. Towards the end of the year the demand for coal slackened and there was a decrease in prices. At some collieries there was considerable shortage of labour

and a number of collieries transported the miners to and from their villages. The output of the Jharia coalfield increased by about 8¾ per cent while that of the Giridih coalfield fell by 3⅓ per cent. The despatches of coal were generally better than those of the preceding year. The export trade showed an increased activity in the absence of keen competition from other countries. The daily average number of persons employed in coalfields in Jharia was 74,205. The general health of the mining population in the Jharia coalfields was on the whole satisfactory. The death rate per thousand persons was lower.

The Soft Coke Cess Committee continued as in previous years to carry on propaganda work for popularising soft coke as a domestic fuel, and its use is gradually spreading. The arrangement introduced in the previous year for inspecting the loading of soft coke wagons at the collieries was maintained.

Iron.

The production of pig iron and saleable steel during the year was 921,300 tons as against 827,077 tons in the previous year. The Tata Iron and Steel Company completed their new power plant and control and Research Laboratory and undertook the construction of a second Battery of coke ovens.

Mica.

The mica trade made further progress inasmuch as the export from the Calcutta port increased from 99,491 cwts. in 1936 to 134,425 cwts. in 1937. Prices for the larger sizes of block mica had an upward tendency on account of a shortage of stock and the decline in the production in general as the mineral had to be sought for at greater depth. The unsettled situation in Europe and the heavy stock held in America since 1937 retarded sales, specially of "splittings". There was no serious epidemic during the year.

Copper.

At the copper mines worked by the Indian Copper Corporation in the Singhbhum district, operations were seriously dislocated through a strike which lasted for about three months. The smelting plant at Moubhandar was also affected through lack of ore. As a result of the strike, the output of copper ore dropped from 410,867 short tons in 1937 to 322,649 short tons in 1938. The mines at Badia were in the development stage. The production of refined copper amounted to 5,330 long tons as compared with 6,830 long tons in the previous year, the decrease being due to lower grade of ore. A fall took place in the market prices of refined copper and yellow metal.

Other Minerals.

The following table gives details of other important minerals produced in the province :—

Minerals.	District where produced.	Output in tons in 1937.
Manganese ore	Singhbhum	24,180
Chromite ore ...	Singhbhum	7,672
Stealite	Singhbhum and Hazaribagh ...	550
Slate	Monghyr	573
Limestone	Shahabad	345,037
Stone (chiefly igneous rock)	Gaya, Monghyr, Santal Parganas, Shahabad and Singhbhum ...	488,792
Sandstone	Shahabad	39,414
Gravel	Singhbhum	13,936
Fireclay	Manbhum	4,280
China clay	Bhagalpur and Singhbhum ...	7,407
Kyanite	Singhbhum	805
Gold	Manbhum and Singhbhum ...	26 ounces.

Coal And Metalliferous Mines.

As pointed out previously the number of coal mines worked during the year was 363 against 340 in the previous year. The number of metalliferous mines worked was 960, an increase of 41 over last year's figure, namely, mica 805, stone 60, manganese 18, limestone 16, chromite 15, clay 9, fireclay 6, copper 6, iron ore 10, slate 4, stealite 4, gold 3, sandstone 2, kyanite 1 and chalk 1.

Accidents.

There were 734 accidents in mines of which 108 were fatal. The number of persons killed was 119, while 647 were seriously injured.

Factories.

The number of factories on the register at the beginning of the year was 337. 23 factories were added to the register during the year. The notable feature in the new registrations was the addition of two cotton mills of which one is a spinning mill and the other a weaving mill. 9 factories were removed from the register during the year. Of the 351 factories on the register 56 remained closed throughout the year and of the 295 factories that were working 225 were perennial and 70 seasonal. The average number of days worked during the year by perennial and seasonal factories was 248 and 196, respectively.

The number of persons employed in the factories during the year was 90,469 against 86,676 in the previous year, showing an increase of 4.4 per cent. This was due to the new registrations

and an increased number of persons employed in several industries, mainly the textile, engineering, iron-smelting and rice, oil and dal mills.

The rates of wages in factories remained much the same. They ranged from an average of 6 annas a day for unskilled male adult labour and some three to four times that sum for skilled labour to about Rs. 4-8-6 for supervisors of skilled labour. Female unskilled labour earned 5 annas a day and child labour about 3 annas a day.

The number of women workers during the year under report was 5,876 against 5,565 in the previous year, the increase being mainly on account of the new registrations. The number of adolescents employed in factories was 409 as against 332 in the previous year showing an increase of 23 per cent, whereas the number of children employed was 177 against 208 showing a decrease of 15 per cent.

The number of factories inspected during the year was 268 against 249 in the previous year and the total number of inspections and visits of all classes of factories was 401 against 464 in the previous year.

The health of workers was normal and no epidemic and no case of industrial disease was reported. The provisions of the Factories Act and the rules made thereunder in respect of sanitation, drinking water and safety were generally complied with. Sanitation and lighting in factories continued to improve and some safety committees formed in factories took active interest in ensuring the safety of the workers.

The total number of accidents during the year was 3,157 against 2,945 in the previous year. The increase was mainly due to the increased number of accidents in the East Indian Railway Workshop at Jamalpur. iron foundries and jute spinning and weaving mills.

Registered Companies And Associations.

The number of companies limited by shares rose to 150 during the year against 133 in the previous year. The total authorised capital of these companies was Rs. 16,55,28,650 against Rs. 9,07,16,350 in the previous year. 26 such companies were registered during the year, of which 13 were registered as private companies. 3 of these were voluntarily wound up during the year

and 13 were struck off the register under section 247 of the Indian Companies Act, 1913, as amended by Indian Companies (Amendment) Act of 1936.

The number of foreign companies increased from 31 to 33 during the year. Life Assurance Companies incorporated in the province remained at four and the number of Provident Insurance Societies was four only.

Five new societies were registered during the year under Act XXI of 1860 bringing the total number in the province to 72.

Under the Indian Partnership Act, 1932, the total number of firms registered during the year was 64 against 67 in the previous year.

The total number of registered trade unions at the end of the year was 10. 5 new trade unions were registered during the year. No certificate of registration of a trade union was withdrawn or cancelled during the year.

Boilers.

During the year the total number of boilers inspected on application was 2,557, namely, 2,446 in Bihar and 111 in Orissa. The actual number of visits made to boilers was 3,441. The difference between the two figures was due to the fact that extra visits were made to boilers for the purpose of inspection of repairs, hydraulic tests, steam tests and surprise visits. The total amount of fees realised for these inspections was Rs. 1,37,709-5-0. There was only one accident of a serious nature resulting in slight injuries to one person. Prosecutions were instituted in 16 cases for offences under the Indian Boilers Act and fines were imposed in all except one. 60 steam vessels (52 in Bihar and 8 in Orissa) were surveyed under the Inland Steam Vessels Act and the number of visits made to steamers was 125.

Electricity.

At the close of the year twelve licensed and four sanctioned undertakings were in operation. In addition two other licensed undertakings were under construction and six more were under consideration. On the whole supply was maintained everywhere satisfactorily. At Arrah, where in the previous year complaints of defective voltage were frequent, the position improved due to the installation of two additional generating sets and strengthening of the feeder lines. During the year 28 electrical accidents were reported of which 4 were fatal, 4 serious and 20 were minor.

Towards the close of the year the new Power Station of the Tata Iron and Steel Company, Jamshedpur, underwent trials preparatory to being put to work. The new Power Station and Cement Factory at Dehri-on-Sone were started up about the middle of March.

During the year 102 high and medium pressure installations and 36 cinema installations were inspected. The standard of work amongst the smaller class of electrical consumer is deplorably low and the same remark applies to cinemas.

In July 1937 Government introduced Rules for the levy of fees for electrical inspection and up to the end of the year the fees earned amounted to Rs. 10,017-8-0. It is anticipated that this levy of fees will have a beneficial effect on the poor standard of work so frequently encountered amongst the small consumer class.

Cottage Industries.

The hand-weaving industry, which is the most important cottage industry in Bihar, continued to receive increasing attention and encouragement at the hands of Government and technical assistance was provided through the demonstration parties stationed throughout the province. The various demonstration parties continued to do useful work. Labour-saving appliances such as fly-shuttle looms, warping drums, dobbies and jacquards were introduced among the weavers who were trained in the weaving of fabrics of better designs required for the local market. Demonstration parties for dyeing, wool-weaving and rope-making also did good work. The wool-weaving demonstration party, which was started in February 1937, trained the local weavers in the use of fly-shuttle looms, along warps and dyed yarns to which they were entirely unfamiliar before. The question of further expansion of these demonstration parties is under the consideration of Government.

The commercial section for the manufacture of purdahs produced goods worth Rs. 1,00,781 during the year against Rs. 1,23,230 in the previous year. Twenty new patterns in purdahs, six in durries and 12 in staple goods were prepared and included in the list of standard patterns. The prices of purdahs were reduced by about 30 per cent during the year.

The Bihar Cottage Industries Institute, financed by the grant from the Government of India, continued to advertise and popularise the hand-woven fabrics of Bihar and to conduct experiments in co-operative manufacturing, machine finishing and marketing of

hand-woven cotton fabrics through subsidised sales depots, commercial travellers and canvassing agents. The working of the finishing plant was, however, not satisfactory owing to the staff being inexperienced. The foreign sales declined during the year but the Indian sales increased by about 45 per cent and thus helped to maintain the business at about the same level, the total sales of finished goods amounting to Rs. 1,69,197. No fewer than 9 weavers' societies and 35 master weavers and ex-students of the Cottage Industries Institute manufactured goods for the Bihar Cottage Industries. An experiment to sell textiles through educated young men as hawkers was tried and was partly successful.

With a view to developing cottage and small-scale woollen industries, a Wool Emporium was started at Gaya in April 1937 with the aid of a grant of Rs. 19,850 from the Government of India. As was to be expected, initial difficulties incidental to the starting of a new organisation were encountered. The most outstanding feature of the working of this organisation was the training of " Hos " (an aboriginal tribe) of the Singhbhum district in wool-shearing, spinning and weaving of druggets and *asans*. Till the starting of this organisation a large quantity of wool used to be wasted in this part of the province, for the aborigines believed that their sheep would die if they were sheared.

The growth of the sericulture industry was uniformly maintained under the Government of India subvention scheme. The eri-seed supply station at Ranchi continued to supply disease-free eggs to the eri-rearers and also to conduct experiments with a view to evolve a more profitable and hardy race of eri worms. Out of 94,008 layings of eggs (of 260 eggs in each on an average) weighing nearly 1,200 ozs. produced during the year, 77,125 layings were supplied to the eri-rearing instructors for distribution among the rearers in the districts of Bihar, while 808 layings or about 10 ozs. of eggs were supplied to parties outside the province. The tasar seed supply and research station at Chaibassa continued to show progress. Seed eggs were produced and 1,239 layings were distributed free of cost among the local rearers of the aboriginal class. The rearers are reported to have obtained decidedly better crops than what they could get with their own seed eggs. 635 layings of eggs were also sold to some local zamindars and Government departments of other provinces and a few states in Rajputana. Experiments to domesticate the tasar worms by feeding them on trays were continued.

Among the new schemes launched for the improvement of cottage industries is a grant of Rs. 30,000 (Rs. 12,500 during 1937-38 and Rs. 17,500 during 1938-39) to the Bihar Branch of the All-India Spinners' Association to organise the production of hand-spun and hand-woven cloth on a large scale and also to extend the work in new areas.

The Bihar Commercial Museum was also given a non-recurring grant of Rs. 9,700 towards construction of a building and a recurring grant of Rs. 3,760 towards the cost of running the Museum. The object of the Museum is the development of commerce and industries in the province, and, in furtherance of this purpose, it maintains exhibits of raw materials and manufactured articles as well as charts which provide useful information in regard to them.

Two handicraft institutes for teaching hand-weaving and basket-making were started at Jharia and Kustore with a grant from the Government of India for the training of women workers of the Jharia coalfields who have been excluded from underground work as a result of recent legislation.

Pisciculture.

The Patna and Ranchi fry distribution centres continued to work during the year under report. The total quantity of fry supplied was 184,000 as against 272,000 in the previous year. The decrease was due to a sudden downpour of rain which overflooded the rearing tank at Ranchi and brought to an end the fry distribution work which had started immediately before the rainfall. The Department has since taken up the improvement of the rearing tank with a view to provide against such contingencies in future. An indisputable index to the developing fishing industry of the province was provided by the fact that 72,684 maunds of fish was exported during the year as against 55,113 in the previous year. The fishery section participated in four exhibitions where fishery exhibits were displayed, demonstrations given and propoganda carried on. It is a good sign that young educated Biharis are interesting themselves in the fish trade and a few have already taken it up as a business proposition.

State Aid To Industries.

A provision of Rs. 6,000 was made during the year for giving small loans under the State Aid to Industries Act, but no loans could be given as the applicants failed to give proper security.

Out of Rs. 10,341-9-11 due for realisation during the year, only Rs. 1,500 could be realised and Rs. 5,192-10-4 had to be written off.

Industrial Education.

The importance of technical education is being increasingly realised by the general public and as such there was an appreciable increase in the number of applications received for admission into the technical and industrial institutions. The number of Government technical and industrial institutions remained the same (10) as in the previous year but that of the aided institutions increased from 9 to 11. The number of pupils attending the various technical and industrial institutions increased from 2,162 to 2,662, while the grants-in-aid made to different institutions amounted to Rs. 20,440 and the total expenditure on technical and industrial institutions, both Government and aided, amounted to Rs. 4,53,992 as against Rs. 4,61,732 in the previous year. The total strength of the Bihar College of Engineering on the 31st March 1938 was 272 students as against 278 in the previous year. There was a further increase from 43 to 50 in the number of applications for admission. The number admitted was 28, of whom 12 were from outside, including 2 from Orissa. Out of 25 students who appeared for Bachelor of Civil Engineering examination, 17 passed. The Industrial Diploma course continued to be popular and there were as many as 200 applications for admission as against 191 in the previous year. Of these only 22 candidates could be admitted. In the Civil Engineering Subordinate Course the number of applications for admission increased from 108 to 110. Of these 55 candidates were admitted.

In the Ranchi Technical Institute as many as 168 candidates applied for admission, of whom 55 were admitted. In the Tirhut Technical Institute 196 applications were received for admission, of whom 20 were admitted in the Industrial Diploma class, 8 in the leather-working class and 9 in the oil engine-driving class. The Cottage Industries Institute at Gulzarbagh, which is attracting more candidates every year, during its fourteen years' existence has successfully demonstrated that the students while undergoing industrial training could earn not only the value of stipends paid and of raw materials issued to them but also a part of other expenditure on the Institute. During the year 109 students (average attendance) of the Institute produced marketable articles worth Rs. 24,576 in the course of completing a series of graded exercises prescribed for practice. Of the various sections of the

Institute, the dyeing section yielded most efficient results and the value of the work turned out by a student was as much as Rs. 924 for the year. The Institute was provided with new hostel buildings to provide total accommodation for 74 boys. As many as 1,971 candidates sought admission in January, 1938, but not even 10 per cent of them could be admitted. A new development was the starting of a paper-making class at the Institute as an experimental measure for the purpose of reviving the manufacture of hand-made paper as a cottage industry in the province. While the gross expenditure on the Institute increased from Rs. 58,746 to Rs. 68,010 due to the starting of additional sections, namely, cane-furniture and basketry section and the development of the pottery and a few other sections, the receipts on account of the sale of the students' output and weavers' requisites also increased from Rs. 20,701 to Rs. 28,729. The net cost of working the Institute amounted to Rs. 37,327 as against Rs. 33,865 in the previous year.

The Government Silk Institute at Nathnagar in Bhagalpur continued to impart training in sericulture, silk dyeing and printing and weaving and also to popularise Bihar silks by marketing some of these both in India and outside. 24 students were trained at the Institute during the year in different processes of silk manufacture. Of the 19 students, who passed, 9 found employment in factories. In January 1938, a batch of 19 new students were admitted. Besides, 21 artisan boys received practical training in the preliminaiy processes of silk-weaving. Of these 4 found employment in factories. An encouraging feature of the Institute's activities was the execution of large orders from America for silk handkerchiefs. These handkerchiefs have become popular in America and are being used for neckwear as well as for making ladies' shoes and handbags. The gross expenditure on the Institute and the receipts on account of the sale of finished goods decreased from Rs. 33,985 and Rs. 18,091 in 1936-37 to Rs. 31,677 and Rs. 16,894, respectively, but the net cost of maintaining the Institute which amounted to Rs. 12,382 increased by Rs. 1,363.

The Wool Weaving Institute at Gaya continued to train young men in improved methods of wool-spinning and weaving. 13 students completed their course of training and 15 new students were admitted. Of the 12 students who passed out 6 found employment in blanket-weaving industry. The net cost of maintaining the Institute was Rs. 3,293 as against Rs. 3,813 in the previous year.

The half-time weaving school at Biharsharif continued to impart vocational training side by side with general education. The number of students on the roll at the end of the year was 74. The net expenditure on the School was Rs. 4,072.

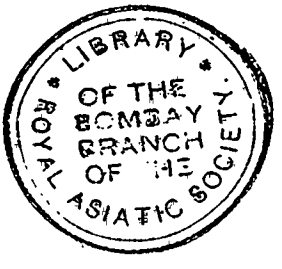
The Technical Schools at Jamalpur and Jamshedpur trained a number of students during the year under review. At the Jamalpur Technical School there were 1,113 applications for admission, of which 265 were from Biharis. Only 25 candidates were selected for admission, of whom 4 were Biharis, including 2 Muslims. The total number of apprentice mechanics in the School on the 31st March 1938 was 125, of whom 28 belonged to the Province. The School received a grant-in-aid of Rs. 9,717 during the year. At the Jamshedpur Technical Night School, 388 students applied for admission of whom 281 were admitted. The School received a grant-in-aid of Rs. 1,800 during the year.

The Indian School of Mines at Dhanbad continued to train students in mining and during the year under review three more scholarships were awarded to boys of this province, reading at the School. There were altogether seven scholars of this province studying in the School.

Apart from the scholarships mentioned above, a number of scholarships and stipends were awarded for the training of students outside the province in subjects for which adequate facilities do not exist within the Province. During the year 21 scholarships and stipends, ranging from Rs. 15 to Rs. 50 per month were awarded, namely 1 in sugar technology, 2 in sugar boilers course, 3 in textile manufacture, 2 in tanning, 1 in radio, 3 in fine arts, 1 in practical weaving, 2 in hat-making, 2 in celluloid manufacture, 2 in wireless, 1 in sericulture and 1 in motor mechanics.

Industrial Engineering And Chemistry.

The Engineering Section of the Department of Industries continue to render technical assistance in the erection and maintenance of machinery to the industrialists, particularly to those who got their mills compounded with the Department. The circle officers gave technical advice and guidance to the public in setting up new industries and making extensions and improvements to the existing factories. In all 279 mills were visited by the circle officers during the year. The revenue from the services rendered, however, fell from Rs. 2,186-6-0 to Rs. 2,177-2-0.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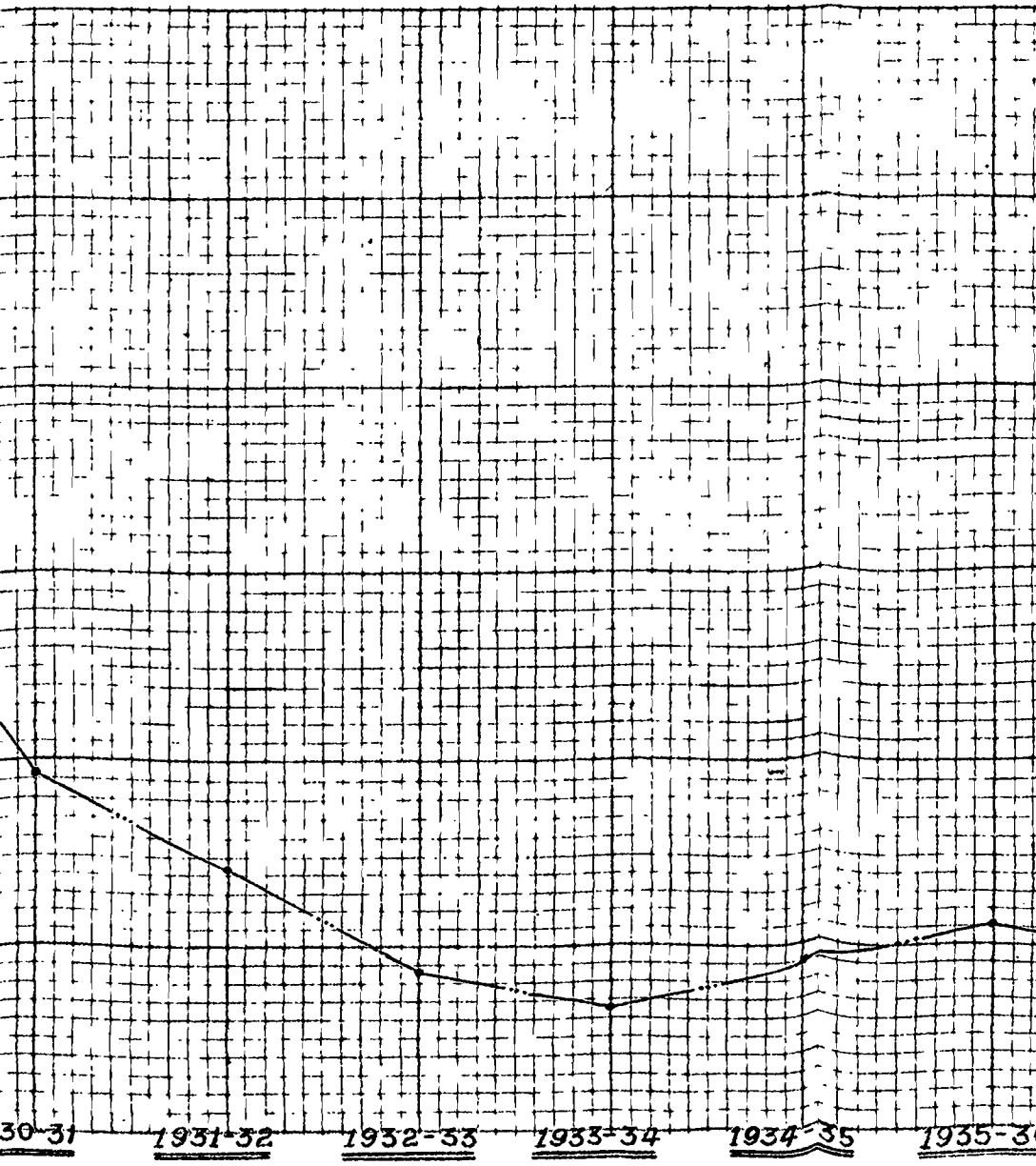

The work of the Chemical Adviser to the Director of Industries continued to increase. Two scholars were admitted for training in applied chemistry. Regular demonstrations in soap-making, toilet preparations, phenyle, ink, etc., on cottage industries lines were arranged as in previous years and a number of young men were trained. In addition, 10 students were given demonstrations in soap-making, toilet preparations, mirroring, etc., at the Bihar Provincial Exhibition, held in February 1938. The Chemical Adviser continued to receive numerous enquiries from small industrialists regarding the manufacture and other details of various chemical products.

Cost Of Living.

The cost of living of the working classes in the first month of the year 1937-38, as compared with the corresponding month of the previous year, was higher by 2 points at Muzaffarpur and lower by 11 points at Ranchi, by 8 points at Patna, by 3 points at Jharia, by 2 points at Jamshedpur and by 1 point at Monghyr. As in the preceding years, the seasonal rise and fall during the year was not marked. In the last month of the year, i.e., in March 1938, the percentage of fall below the pre-war normal period was 18 at Ranchi, 11 at Muzaffarpur, 4 at Monghyr and 3 each at Patna and Jharia, while there was no variation at Jamshedpur. The average cost of living for the whole year under report was higher by 3 points at Patna and lower by 4 points at Monghyr, by 3 points each at Jharia and Ranchi and by 1 point each at Muzaffarpur and Jamshedpur. Ranchi was the cheapest centre for a workman to live in, while Jamshedpur was the dearest.

Information Bureau.

The Information Bureau, now known as the Employment Bureau, recorded another year of satisfactory progress. The scope of the Bureau was extended to the finding of employment for candidates possessing both general and technical qualifications. The Bureau registered the names of as many as 1,915 candidates possessing different qualifications and, as a result of the efforts made by it, requisitions for 1,248 posts were received mainly from the factories and the railways. 330 persons were provided with employment, of whom 162 have secured permanent posts and 168 were taken in as apprentices with a view to their absorption in future vacancies after the satisfactory completion of their training. The figures of appointments given are, however, not complete inasmuch as a large number of men who have secured appointments on the recommendations of the Bureau have failed to intimate their appointments to the Bureau.

Commercial And Industrial Intelligence.

The Commercial and Industrial Intelligence section of the Department of Industries continued to be both popular and useful. The number of enquiries received by the Department relating to commerce, trade, industry and other industrial and technical subjects greatly increased. The technical reference library attached to the Department attracted 1,265 visitors and issued 363 books during the year.

Other Important Measures.

In the sphere of industrial development the following other measures taken may be set out:—

To develop the use of indigenous silk yarn in weaving fabrics in place of cheap spun silk imported from foreign countries, which in the past hampered the progress of the indigenous silk industry, a silk twisting plant has been installed at the Silk Institute at Bhagalpur at a cost of Rs. 15,000 non-recurring and Rs. 3,500 recurring.

Two sub-stations have been started in the Manbhum district and in the Santal Parganas to supply tasar seed-eggs to the tasar silk rearers in remote villages and small amounts as bonus have been given to the mulberry silk rearers in a few villages in the Purnea district.

With a view to removing unemployment among the professional class of *mochis* and *chamars* and to train middle class boys in improved methods of leather tanning and leather work, two peripatetic demonstration parties have been started at a cost of Rs. 6,766 recurring and Rs. 1,400 non-recurring.

With a view to develop the mineral resources of the province and to encourage the growth of large and small mineral industries, a detailed mineral survey of the province has been taken up by Government.

In view of the unprecedented depression in the lac market, which severely affected the grower and the small manufacturer, a joint conference of the representatives of the Governments of the United Provinces, the Central Provinces and Berar and the important lac-growing states, besides manufacturers and growers, was convened at Ranchi to discuss the question of rehabilitating the lac industry. A Joint Lac Control Board was constituted to deal with all problems connected with the lac industry and a small committee was appointed to work out the details of the scheme outlined in the recommendations of the conference. The scheme

for the better marketing of lac, drawn up on the recommendation of the Committee, was subsequently dropped on account of the improvement in lac prices as a result of the outbreak of war.

A number of special scholarships for training in mechanical and electrical engineering, over and above the existing ones, have been sanctioned. Arrangements have been made for the training of under-graduates in press work and also for the training of matriculates in compositor's work at the Government Press at Gulzarbagh.

A Committee of experts was appointed to examine and consider the schemes for introducing degree courses in mechanical and electrical engineering at the Bihar College of Engineering and for opening a Technical School at Bhagalpur. The establishment of handicraft schools at Pusa and Purulia on the lines of the Cottage Industries Institute at Patna and the expansion of the industrial chemistry class in the Patna Science College were also under consideration.

The Employment Bureau attached to the Industries Department was strengthened with a view to explore avenues of employment for young men of the province with scientific and industrial training in the industries of the province and to put suitably qualified candidates in touch with employers.

APPENDIX I.

A.—THE GOVERNOR.

HIS EXCELLENCY SIR MAURICE GARNIER HALLETT, K.C.S.I., C.I.E., I.C.S. [Assumed charge of office on the 11th March 1937.]

B.—MINISTERS.

	Portfolios.
1. The Hon'ble Shri Krishna Sinha. [Assumed charge of office, 20th July 1937.]	Home Affairs, Revenue and Legislative.
2. The Hon'ble Mr. Anugrah Narayan Sinha. [Assumed charge of office, 20th July 1937.]	Finance, Local Self-Government and Public Works.
3. The Hon'ble Dr. Saiyid Mahmud. [Assumed charge of office, 20th July 1937.]	Education, Development and Employment.
4. The Hon'ble Mr. Jaglal Chaudhuri. [Assumed charge of office, 20th July 1937.]	Excise and Public Health.

C.—PARLIAMENTARY SECRETARIES.

1. Babu Shiv Nandan Prasad Mandal, M.L.A.	Judicial and Jails.
2. Babu Krishna Ballabh Sahay, M.L.A.	Appointment and Political.
3. Babu Jagat Narayan Lal, M.L.A. ...	Finance and Commerce.
4. Babu Jimut Bahan Sen, M.L.A. ...	Public Works and Irrigation.
5. Babu Binoda Nand Jha, M.L.A. ...	Local Self-Government, Medical and Public Health.
6. Babu Sarangdhar Sinha, M.L.A. ...	Revenue and Education including Registration.
7. Babu Jagjivan Ram, M.L.A. ...	Development.
8. Maulavi Sayeedul Haque, M.L.A. ...	Excise.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR.

NOMINATED OFFICIAL.

Nil.

NOMINATED NON-OFFICIAL.

The Hon'ble Khan Bahadur Shams-ud-din Haider, O.B.E.

The Hon'ble Raja Devaki Nandan Prashad Singh.

ELECTED.

Names.	Constituencies.
1. The Hon'ble Maharajadhiraja Sir Kameshwar Singh, K.C.I.E., of Darbhanga.	Bihar (Non-Muhammadan).
2. The Hon'ble Rai Bahadur Sri Narayan Mahtha.	
3. The Hon'ble Mr. Hussan Imam ...	Bihar (Muhammadan).

E.—MEMBERS OF THE CENTRAL LEGISLATIVE ASSEMBLY FROM BIHAR.

NOMINATED OFFICIAL.

Nil.

NOMINATED NON-OFFICIAL.

Nil.

ELECTED.

Names.	Constituencies.
1. Mr. Satya Narayan Singh	... Darbhanga *cum* Champaran (Non-Muhammadan).
2. Mr. Bipin Behari Varma	... Muzaffarpur *cum* Champaran (Non-Muhammadan).
3. Babu Ramayan Prashad	... Patna *cum* Shahabad (Non-Muhammadan).
4. Babu Gauri Shankar Singh	... Gaya *cum* Monghyr (Non-Muhammadan).
5. Babu Kailash Behari Lal	... Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
6. Babu Ramnarayan Singh	... Chota Nagpur Division (Non-Muhammadan).
7. Mr. Nauman Muhammad	... Patna and Chota Nagpur *cum* Orissa (Muhammadan).
8. Mr. Md. Ahsan ...	... Bhagalpur Division (Muhammadan).
9. Maulavi Abdul Gani	... Tirhut Division (Muhammadan).
10. Maharaja Bahadur Ram Vijai Prashad Singh.	Ran Bihar and Orissa Landholders.

F.—THE BIHAR LEGISLATURE.

The Hon'ble Mr. Rajivaranjan Prashad Sinha, M.A.	President, 23rd July 1937.
Mr. Saiyid Naqui Imam, BAR.-AT-LAW ...	Deputy President, 23rd July 1937.
The Hon'ble Mr. Ramdayalu Sinha, B.A., LL.B.	Speaker, 23rd July 1937.
Mr. Abdul Bari, M.A.	Deputy Speaker, 23rd July 1937.

G.—THE BIHAR LEGISLATIVE COUNCIL.

COUNCILLORS.

	Numerical strength.
Congress Party	10
Opposition :—	
Coalition Party	11
No-Party	6
Muslim Independent Party	8
Total strength ...	30

CONGRESS PARTY.

Name of member.	Constituency.
1. Rai Brijraj Krishna ...	... Elected by the Bihar Legislative Assembly.
2. Mr. Bansi Lal ...	... Ditto ditto.
3. Mr. Puneydeo Sharma	... Ditto ditto.
4. Mr. Kamaleshwari Mandal	... Ditto ditto.
5. Mr. Gajindra Narayan Singh	... Ditto ditto.
6. Mr. Balram Rai ...	... Ditto ditto.
7. Mr. Nageshwar Prashad Singh	... Ditto ditto.
8. Mr. Bishunlal Singh	... Hazaribagh *cum* Manbhum General.
9. Mr. Tribeni Prashad Singh	... Elected by the Bihar Legislative Assembly.
10. Mr. Brajnandan Prasad	... Nominated.

COALITION PARTY.

1. Khan Bahadur Saiyid Muhammad Ismail (Leader of the Opposition).	Patna *cum* Shahabad Muhammadan.
2. Khan Bahadur Saiyid Shah Wajid Hussain.	Elected by the Bihar Legislative Assembly.
3. Kumar Ramanand Singh	... Bhagalpur *cum* Purnea General.
4. Mr. Bishwanath Prasad Narayan Singh.	Saran *cum* Champaran General.
5. Mr. Saiyid Mobarak Ali	... Tirhut Division Muhammadan.
6. Mrs. Malcolm Sinha	... Nominated.
7. Mr. Maheshwar Prasad Narayan Singh.	Muzaffarpur General.
8. Rai Bahadur Deonandan Prasad Singh.	Monghyr *cum* Santal Parganas General.
9. Raja Bahadur Harihar Prasad Narayan Singh, O.B.E.	Gaya General.
10. Mr. Jamilur Rahman	... Bhagalpur Division Muhammadan.
11. Kumar Ganga Nand Singh	... Darbhanga General.

NO-PARTY.

1. The Hon'ble Mr. Rajivaranjan Prasad Sinha.	North Patna Division General.
2. Mr. Gur Sahay Lal ...	... Nominated.
3. Mr. Samuel Purti ...	... Do.
4. Rai Bahadur Satis Chandra Sinha	Elected by the Bihar Legislative Assembly.
5. Rai Sahib Nalini Kumar Sen	... Ranchi and Palamau *cum* Singhbhum General.
6. Mr. Alan Campbell Combe	... Bihar European.

MUSLIM INDEPENDENT PARTY.

Name of member.	Constituency.
1. Mr. Saiyid Naqi Imam ...	Gaya *cum* Chota Nagpur Division Muhammadan.
2. Mr. Saiyid Muhammad Hafeez ...	Elected by the Bihar Legislative Assembly.
3. Mr. Abdul Ahad Muhammad Noor.	Ditto ditto.

H.—THE BIHAR LEGISLATIVE ASSEMBLY.

COUNCILLORS.

PARTIES IN THE ASSEMBLY.

	Numerical strength.
Congress Party	90
Opposition :—	
Coalition Party	22
Muslim Independent Party	20
No-Party	6
Ahrar Party	8
Muslim League	2
Total strength ...	152

CONGRESS PARTY.

Name of member.	Constituency.
1. The Hon'ble Mr. Shri Krishna Sinha (Prime Minister).	South Sadr Monghyr General Rural.
2. The Hon'ble Mr. Anugrah Narayan Sinha (Minister).	Aurangabad General Rural.
3. The Hon'ble Dr. Saiyid Mahmud (Minister).	North Champaran Sadr Muhammadan Rural.
4. The Hon'ble Mr. Jaglal Chaudhuri (Minister).	South-West Purnea General Rural (*Reserved seat*).
5. Mr. Krishna Ballabh Sahay ...	Central Hazaribagh General Rural.
6. Mr. Jagat Narayan Lal ...	Patna Division General Urban.
7. Mr. Sarangdhar Sinha ...	Patna City General Urban.
8. Mr. Binodanand Jha ...	Deoghar *cum* Jamtara General Rural.
9. Mr. Shivanandan Prashad Mandal.	Madhipura General Rural.
10. Mr. Jimut Bahan Sen ...	Chota Nagpur Division General Urban.
11. Mr. Jagjivan Ram ...	East Central Shahabad General Rural (*Reserved seat*).
12. Mr. Sayeedul Haque ...	Central Darbhanga Muhammadan Rural.

CONGRESS PARTY—*contd.*

Name of member.	Constituency.
13. Mr. Shyam Narayan Singh ...	East Bihar General Rural.
14. Srimati Saraswati Devi ...	Bhagalpur Town Women's General Urban.
15. Srimati Kamakhya Devi ...	Patna Women's General Urban.
16. Srimati Sharda Kumari Devi	Muzaffarpur Town Women's General Urban.
17. Dr. Raghunandan Prashad ...	South Sadr Monghyr General Rural (*Reserved seat*).
18. Mr. Vindhyeshvari Prashad Verma.	Tirhut Division General Urban.
19. Mr. Jamuna Karjee ...	East Madhubani *cum* Bahera General Rural.
20. Mr. Abdul Bari ...	North Santal Parganas Muhammadan Rural.
21. Mr. Birendra Bahadur Sinha	South Gaya General Rural.
22. Mr. Hrikishore Prashad ...	Banka General Rural.
23. Mr. Harihar Sinha ...	Sasaram General Rural.
24. Mr. Prabhunath Sinha ...	East Gopalganj *cum* Mashrakh and Marhaura General Rural.
25. Mr. Hargobind Misra ...	Buxar General Rural.
26. Pandit Gupteshwar Pandey ...	Bhabua General Rural.
27. Mr. Harinandan Singh ...	North-East Shahabad General Rural.
28. Mr. Budhan Rai Verma ...	East Central Shahabad General Rural.
29. Mr. Indra Dewan Saran Singh	Central Patna General Rural.
30. Mr. Shyam Nandan Sinha ...	Dinapore General Rural.
31. Pandit Sheel Bhadra Yajee ...	Barh General Rural.
32. Mr. Bundi Ram ...	Nawada General Rural (*Reserved seat*).
33. Mr. Dip Narayan Sinha ...	North-East Hajipur General Rural.
34. Mr. Ramcharitra Singh ...	West Begusarai General Rural.
35. Kumar Kalika Prashad Singh	Jamui General Rural.
36. Mr. Harivans Sahaya ...	South-West Champaran Sadr General Rural.
37. Mr. Vishwanath Singh ...	North Bettiah General Rural.
38. Thakur Ramnandan Sinha ...	North Sitamarhi General Rural.
39. Mr. Ramashis Thakur ...	West Sitamarhi General Rural.
40. Mr. Biresh Dutta Sinha ...	West Saran Sadr General Rural.
41. Mr. Dwarkanath Tiwari ...	East Saran Sadr General Rural.
42. Mr. Narayan Prashad Sinha ...	North-East Siwan General Rural.
43. Mr. Shiveshvar Prasad Narayan Sinha Sharma.	South-West Siwan General Rural.
44. Mr. Rameshvar Prasad Sinha	South-West Hajipur General Rural.

CONGRESS PARTY—*contd.*

Name of member.	Constituency.
45. Mr. Gorakh Prashad ...	East Champaran Sadr General Rural.
46. Mr. Ganesh Prashad ...	North-West Champaran Sadr General Rural.
47. Pandit Baidyanath Misra ...	South Bettiah General Rural.
48. Mr. Ram Basawan Rabidas ...	West Gopalganj General Rural (*Reserved seat*).
49. Mr. Balgobind Bhagat ...	North Bettiah General Rural (*Reserved seat*).
50. Mr. Shivanandan Ram ...	East Muzaffarpur Sadr General Rural (*Reserved seat*).
51. Mr. Mahesh Prashad Sinha ...	East Muzaffarpur Sadr General Rural.
52. Mr. Jamuna Prasad Sinha ...	Nawada General Rural.
53. Mr. Rajeshvar Prashad Narayan Sinha.	North-West Samastipur General Rural.
54. Mr. Chet Narain Jha ...	South Madhubani General Rural.
55. Mr. Nirapada Mukharji ...	North Sadr Monghyr General Rural.
56. Mr. Pramatha Bhattasali ...	Singhbhum General Rural.
57. Mr. Rajendra Narayan Chaudhuri.	North Madhubani General Rural.
58. Mr. Suryyanandan Thakur ...	Darbhanga Sadr General Rural.
59. Mr. Ramcharan Sinha ...	South-East Samastipur General Rural.
60. Mr. Brahmadeo Narayan Singh	East Begusarai General Rural.
61. Pandit Mewalal Jha ...	South Bhagalpur Sadr General Rural.
62. Mr. Shivadhari Sinha ...	North Bhagalpur Sadr *cum* Kishanganj General Rural.
63. Mr. Upendra Mohan Das Gupta.	South Manbhum General Rural.
64. Mr. Tika Ram Majhi ...	South Manbhum General Rural (*Reserved seat*).
65. Mr. Rasika Ho ...	Singhbhum General Rural (*Reserved seat*).
66. Mr. Ahmad Ghafoor ...	North-West Darbhanga Muhammadan Rural.
67. Mr. Nur Hasan ...	Saran Sadr Muhammadan Rural.
68. Mr. H. B. Chandra ...	Monghyr *cum* Jamalpur Factory Labour.
69. Mr. Gouri Sankar Dalmia ...	Bhagalpur Division General Urban.
70. Mr. Rajendra Misra ...	Supaul General Rural.
71. Mr. Sukhlal Singh ...	Giridih *cum* Chatra General Rural.
72. Mr. Karu Dusadh ...	Giridih *cum* Chatra General Rural (*Reserved seat*).
73. Mr. Deoki Nandan Prashad ...	Ranchi Sadr General Rural.

CONGRESS PARTY—*concld.*

Name of member.	Constituency.
74. Mr. Ramdin Tiwari ...	North-West Purnea General Rural.
75. Mr. Kishori Lal Kundu ...	East Purnea General Rural.
76. Mr. Dheer Narayan Chand ...	South-West Purnea General Rural.
77. Mr. Buddhinath Jha ...	Godda General Rural.
78. Mr. Bhagban Chandra Das ...	Santal Parganas Sadr General Rural.
79. Mr. Hopna Santal ...	Central Hazaribagh General Rural (*Reserved seat*).
80. Mr. Charan Murmu ...	Santal Parganas Sadr General Rural (*Reserved seat*).
81. Mr. Debu Murmu ...	Pakaur *cum* Rajmahal General Rural (*Reserved seat*).
82. Mr. Brijlall Dokania ...	Pakaur *cum* Rajmahal General Rural.
83. Mr. Ram Bhagat ...	Ranchi Sadr General Rural (*Reserved seat*).
84. Mr. Hafiz Zafar Hasan ...	Patna Division Muhammadan Urban.
85. Mr. Jadubans Sahay ...	South-West Palamau General Rural.
86. Mr. Ambika Charan Mallik ...	North Manbhum General Rural.
87. Mr. Ram Prasad ...	East Bihar General Rural (*Reserved seat*).
88. Mr. Sukhari Ram Madhuvrat	South Gaya General Rural (*Reserved seat*).
89. Mr. Jugal Kishore Narayan Sinha.	North Gaya General Rural.
90. Mr. Brijnandan Sahi ...	West Muzaffarpur Sadr General Rural.
91. Mr. Keshvar Ram ...	Darbhanga Sadr General Rural (*Reserved seat*).
92. Mr. Sunder Mahto ...	South-East Samastipur General Rural (*Reserved seat*).
93. Mr. Ram Baras Das ...	Madhipura General Rural (*Reserved seat*).
94. Mr. Purna Chandra Mitra ...	Khunti General Rural.
95. Mr. Rajkishore Sinha ...	North-East Palamau General Rural.
96. Mr. Khetra Nath Sen Gupta ...	Hazaribagh Mining Labour.
97. Mr. Jitu Ram ...	North-East Palamau General Rural (*Reserved seat*).
98. Mr. Devendra Nath Samanta ...	Singhbhum General Rural.
99. The Hon'ble Mr. Ramdayalu Sinha (Speaker).	East Sitamarhi *cum* Katra and Minapur General Rural.

COALITION PARTY.

Name of member.	Constituency.
1. Mr. Chandreshvar Prashad Narayan Sinha, C.I.E. (Leader of the Opposition).	Tirhut Division Landholders.
2. Sir Ganesh Datta Singh, Kt.	Patna Division Landholders.
3. Pandit Gobindpati Tiwari ...	West Gopalganj General Rural.
4. Mr. Natha Ram ...	Jamshedpur Factory Labour.
5. Mr. Muhammad Latifur Rahman.	West Gaya Muhammadan Rural.
6. Bara Lal Kandarp Nath Shah Deo.	Gumla *cum* Simdega General Rural.
7. Maharaj Kumar Rajkishore Nath Shah Deo.	Chota Nagpur Division Landholders.
8. Mr. Muhammad Qasim ...	Siwan Sadr Muhammadan Rural.
9. Mr. Gulu Dhopa ...	Central Manbhum General Rural (*Reserved seat*).
10. Mr. Ignes Beck ...	Indian Christian.
11. Mr. Boniface Lakra ...	Gumla *cum* Simdega General Rural (*Reserved seat*).
12. Mr. B. Wilson Haigh, M.I. chem. E.	Chota Nagpur European.
13. Kumar Ajit Prashad Singh Deo	Central Manbhum General Rural.
14. Lady Anise Imam ...	Patna City Muhammadan Women's General Urban.
15. Mr. Saiyid Ali Manzar ...	South Santal Parganas Muhammadan Rural.
16. Mr. S. Mohiuddin Ahmad ...	Chota Nagpur Division Muhammadan Urban.
17. Mr. W. H. Meyrick, O.B.E. ...	Patna and Tirhut *cum* Bhagalpur European.
18. Mr. Saiyid Najmul Hasan ...	East Gaya Muhammadan Rural.
19. Mr. Surya Mohan Thakur ...	Bhagalpur Division Landholders.
20. Mr. Shaikh Muhammad Fazlur Rahman.	North-West Kishanganj Muhammadan Rural.
21. Mr. Zainuddin Hosain Meerza	South Kishanganj Muhammadan Rural.
22. Mr. Shaikh Kamzan Ali ...	Ranchi *cum* Singhbhum Muhammadan Rural.

MUSLIM INDEPENDENT PARTY.

Name of member.	Constituency.
1. Mr. Muhammad Yunus (Leader of the Muslim Independent Party).	West Patna Muhammadan Rural.
2. Khan Sahib Muhammad Yakub	Muzaffarpur Sadr Muhammadan Rural.
3. Mr. Muhammad Abdul Majeed	South Champaran Sadr Muhammadan Rural.
4. Hafiz Shaikh Muhammad Sani	Bettiah Muhammadan Rural.
5. Nawab Khan Bahadur Abdul Wahab Khan.	Bhagalpur Division Muhammadan Urban.
6. Mr. Shaikh Shafiqul Haqq ...	South-East Purnea Sadr Muhammadan Rural.
7. Mr. Saiyid Muhammad Minnatullah.	Madhipura *cum* Supaul Muhammadan Rural.
8. Mr. Muhammad Mahmud ...	Bhagalpur Sadr *cum* Banka Muhammadan Rural.
9. Chaudhuri Sharafat Husain ...	Shahabad Muhammadan Rural.
10. Chaudhuri Mahammad Nazirul Hasan.	North Monghyr Muhammadan Rural.
11. Mr. Sharfuddin Hasan ...	East Patna Muhammadan Rural.
12. Mr. Shaikh Ziaur Rahman ...	Araria Muhammadan Rural.
13. Mr. Muhammad Islamuddin ...	North-East Kishanganj Muhammadan Rural.
14. Mr. Tajamul Husain ...	Sitamarhi Muhammadan Rural.
15. Mr. Abdul Jalil ...	Tirhut Muhammadan Urban.
16. Mr. Badrul Hasan ...	Hajipur Muhammadan Rural.
17. Mr. Shaikh Muhammad Husain	Palamau Muhammadan Rural.
18. Mr. Saiyid Rafiuddin Ahmad Rizvi.	South Monghyr Muhammadan Rural.
19. Qazi Muhammad Ilyas ...	Manbhum Muhammadan Rural.
20. Mr. Muhammad Tahir ...	North Purnea Sadr Muhammadan Rural.

NO-PARTY.

1. Dr. Sachchidananda Sinha ...	University.
2. Mr. Munindra Nath Mukherji	The Indian Mining Federation.
3. Mr. Chakreshvar Kumar Jain	The Bihar Chamber of Commerce.
4. Mr. A. M. Hayman, O.B.E. ...	Anglo-Indian.
5. Mr. P. S. Keelan, C.I.E., V.D.	The Indian Mining Association.
6. Mr. E. G. Munns ...	The Bihar Planters' Association.

AHRAR PARTY.

1. Mr. Muhammad Shafi ...	North-East Darbhanga Muhammadan Rural.
2. Mr. Muhammad Salim ...	South Darbhanga Muhammadan Rural.
3. Khan Bahadur Saghirul Haqq	Gopalganj Muhammadan Rural.

MUSLIM LEAGUE.

1. Mr. Saiyid Jafar Imam ...	Patna City Muhammadan Urban.
2. Khan Bahadur Haji Shaikh Muhammad Hassan Khan.	Hazaribagh Muhammadan Rural.

APPENDIX II.

General Abstract of Revenue and Receipts.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Major Heads.	Budget Estimate, 1938-39.	Revised Estimate, 1937-38.	Budget Estimate, 1937-38.	Accounts, 1936-37.
	Trs.	Trs.	Trs.	Rs.
A—PRINCIPAL HEADS OF REVENUES—				
I.—Customs	13,70	14,70	13,47	11,48,000
IV.—Taxes on Income other than Corporation tax.	17,80	13,80	..	..
V—Salt	..	29	9	27,150
VII—Land Revenue ..	1,35,00	1,37,50	1,35,56	1,36,14,330
VIII.—Provincial Excise ..	1,02,00	1,19,00	1,17,00	1,16,10,090
IX.—Stamps	1,01,95	98,75	1,00,75	97,33,638
X.—Forest	6,50	6,60	6,25	5,64,747
XI.—Registration	12,70	12,70	13,00	12,68,943
XII.—Receipts under Motor Vehicles Acts.	28	28	27	26,244
XIII—Other taxes and duties ..	80	..	..	..
C—IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS—				
XVII—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept.(a)	17,28	18,66	20,84	21,00,651
XVIII.—Irrigation, Navigation, Embankment and Drainage Works for which no capital accounts are kept.	99	1,01	1,04	94,617
E—DEBT SERVICES—				
XX.—Interest	18,43	19,24	19,13	6,95,610
F—CIVIL ADMINISTRATION—				
XXI.—Administration of Justice	3,93	3,90	4,02	3,53,522
XXII.—Jails and Convict Settlements.	5,56	6,16	5,56	5,32,973
XXIII.—Police	10,38	10,10	10,23	1,56,754
XXVI.—Education	6,37	6,43	6,07	6,25,684
XXVII.—Medical	2,68	2,52	3,11	3,33,165
XXVIII.—Public Health ..	2,03	1,99	2,52	1,83,862
XXIX.—Agriculture	4,05	3,78	3,57	2,02,647
XXX.—Veterinary	1,98	2,03	1,91	1,80,008
XXXI.—Co-operation	91	1,21	1,21	89,665
XXXII.—Industries	4,06	4,06	3,94	3,57,938
XXXVI.—Miscellaneous Departments	1,42	93	1,29	1,81,153

(a) The net Irrigation receipts after deducting "Working Expenses" (which includes the irrigation *pro-rata* share of the common establishment of the Public Works Department) are shown here.

APPENDIX II—contd.

General Abstract of Revenue and Receipts—concld.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Major Heads.	Budget Estimate, 1938-39.	Revised Estimate, 1937-38.	Budget Estimate, 1937-38.	Accounts, 1936-37.
	TRS.	TRS.	TRS.	Rs.
H—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS—				
XXXIX.—Civil Works	16,01	8,07	7,96	10,38,727
J—MISCELLANEOUS—				
XLIII.—Transfers from Bihar Famine Relief Fund.	..	..	20	..
XLIV.—Receipts in aid of Superannuation.	2,24	2,04	2,07	1,82,571
XLV.—Stationery and Printing ..	3,02	3,17	2,73	3,26,889
XLVI.—Miscellaneous ..	6,84	7,66	11,36	1,63,318
L—CONTRIBUTIONS AND MISCELLANEOUS ADJUSTMENTS BETWEEN CENTRAL AND PROVINCIAL GOVERNMENTS.				
L.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..
M—EXTRAORDINARY ITEMS—				
M.—Extraordinary Receipts ..	..	..	..	..
TOTAL REVENUE ..	4,98,41	5,06,58	4,95,15	4,57,92,896
O—Unfunded debt	25,49	24,86	25,16	1,54,13,449
P—Deposits and advances ..	5,91,55	6,11,78	4,94,16	2,39,62,558
R—Loans and advances by the Provincial Government.	17,09	20,25	22,98	17,05,146
S—Remittance	1,42,05	1,43,35	1,24,04	..
Miscellaneous Government Accounts	..	..	..	2,77,77,473
TOTAL—RECEIPTS OTHER THAN REVENUE.	7,76,18	8,00,24	6,66,34	6,88,58,626
TOTAL RECEIPTS ..	12,74,59	13,06,82	11,61,49	11,46,51,522
Opening Balance	38,90	1,40,13	1,23,03	67,59,149
GRAND TOTAL ..	13,13,49	14,46,95	12,84,52	12,14,10,671

APPENDIX II—contd.

General Abstract of Expenditure.

[IN THOUSANDS OF RUPEES.]

Major Heads.	Budget Estimate, 1938-39.	Revised Estimate, 1937-38.	Budget Estimate, 1937-38.	Accounts, 1936-37.
	Trs.	Trs.	Trs.	Trs.
A—DIRECT DEMANDS ON THE REVENUE—				
5.—Salt	..	..	..	..
7.—Land Revenue	10,79	11,63	12,00	11,20
8.—Provincial Excise	13,14	12,97	12,99	12,81
9.—Stamps	1,76	1,76	1,89	1,73
10.—Forest	5,03	5,72	5,83	5,20
11.—Registration	5,73	5,74	5,75	5,44
12.—Charges on account of Motor Vehicles Acts.	27	26	26	27
C—REVENUE ACCOUNT OF IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS—				
17.—INTEREST ON WORKS FOR WHICH CAPITAL ACCOUNTS ARE KEPT.	11,50	11,50	11,50	11,48
18.—Other Revenue expenditure financed from ordinary revenues.	1,67	3,93	3,83	1,28
19. Construction of Irrigation, Navigation, Embankment and Drainage Works.	..	..	..	..
E—DEBT SERVICES—				
22.—Interest on Debt and other obligations..	6,25	5,88	5,52	5,87
23.—Appropriation for Reduction or Avoidance of debt.	..	..	..	..
F—CIVIL ADMINISTRATION—				
25.—General Administration	68,46	70,09	70,83	65,91
27.—Administration of Justice	37,64	36,45	37,12	36,45
28.—Jails and Convict Settlements ..	1,826	18,88	17,70	18,24
29.—Police	80,56	79,36	78,72	72,00
30.—Scientific Departments	31	37	30	30
37.—Education	69,46	70,39	71,32	69,31
38.—Medical	22,48	22,54	22,95	22,23
39.—Public Health	11,14	13,35	14,14	10,32
40.—Agriculture	9,31	8,58	8,97	10,39
41.—Veterinary	4,73	4,84	5,05	4,61
42.—Co-operation	3,96	3,59	3,62	3,51
43.—Industries	10,02	9,54	9,42	8,92
44.—Aviation	..	..	..	..
7.—Miscellaneous Departments	1,29	1,22	1,13	1,23
H—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS—				
50.—Civil Works	45,01	49,71	50,88	44,30
J—MISCELLANEOUS—				
54.—Famine	40	70	48	70
55.—Superannuation Allowances and Pensions	40,43	39,24	38,76	35,10
56.—Stationery and Printing	8,54	8,79	8,26	8,77
57—Miscellaneous	1,03	4,35	1,19	6,74
JJ—MISCELLANEOUS—CAPITAL ACCOUNT CHARGED TO REVENUE—				
55A.—Commutation of pensions financed from ordinary revenues.	3,60	3,54	2,87	1,64
L—CONTRIBUTIONS AND MISCELLANEOUS ADJUSTMENTS BETWEEN CENTRAL AND PROVINCIAL GOVERNMENTS.—				
62.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..
M—EXTRAORDINARY ITEMS—				..
63.—Extraordinary charges	..	..	..	7
TOTAL—EXPENDITURE CHARGED TO REVENUE	4,94,37	5,04,92	5,03,84	4,76,02

APPENDIX II—contd.

General Abstract of Expenditure—concld.

[IN THOUSANDS OF RUPEES.]

Major Heads.	Budget Estimate, 1938-39.	Revised Estimate, 1937-38.	Budget Estimate, 1937-38.	Accounts, 1936-37.
	Trs.	Trs.	Trs.	Trs.
C.C.—CAPITAL ACCOUNT OF IRRIGATION, NAVIGATION, EMBANKMENT, AND DRAINAGE WORKS NOT CHARGED TO REVENUE.—				
68.—Construction of Irrigation, Navigation, Embankment and Drainage works.	..	—4	..	—3
H.H.—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS NOT CHARGED TO REVENUE—				
81.—Civil works not charged to Revenue ..	3,13	9,25	12,58	18,95
J.J.—MISCELLANEOUS CAPITAL ACCOUNT NOT CHARGED TO REVENUE—				
82.—Other Provincial works not charged to Revenue.	..	31	28	68
83.—Payments of Commuted value of Pensions	—1,31	—1,27	—1,27	—1,23
85. Payments to retrenched personnel ..	—6	—3	—7	—3
TOTAL—EXPENDITURE NOT CHARGED TO REVENUE.	1,76	8,22	11,52	18,34
O—UNFUNDED DEBT	17,94	19,64	13,39	4,82,25
P—DEPOSITS AND ADVANCES— ..	5,85,39	7,27,46	5,32,84	84,85
R—LOANS AND ADVANCES BY THE PROVINCIAL GOVERNMENT.	10,15	10,76	11,62	12,52
S—REMITTANCES	1,39,55	1,37,05	1,24,77	..
TOTAL—DEBT DEPOSIT, ETC., HEADS ..	7,53,03	8,94,91	6,82,62	5,79,62
Schemes under consideration not ready ..	8,00	..	..	..
TOTAL EXPENDITURE ..	12,57,16	14,08,05	11,97,48	10,78,98
Closing balance	56,33	38,90	87,04	1,40,13
GRAND TOTAL	13,13,49	14,46,95	12,84,52	12,14,11
Provincial { Surplus	17,43	..	..	..
Provincial { Deficit	..	1,01,23	35,99	..

APPENDIX II—contd.

General Abstract of Revenue and Receipts.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Major Heads.	Budget Estimate, 1939-40.	Revised Estimate, 1938-39.	Budget Estimate, 1938-39.	Accounts, 1937-38
	Trs.	Trs.	Trs.	Rs.
A—PRINCIPAL HEADS OF REVENUES—				
I.—Customs	14,00	15,50	13,70	13,65,517
IV—Taxes on Income other than Corporation Tax.	36,10	15,30	17,80	12,50,000
V.—Salt	..	6	..	28,200
VII.—Land Revenue ..	1,31,50	1,31,00	1,35,00	1,36,77,773
VIII.—Provincial Excise ..	1,03,50	1,16,00	1,02,00	1,21,98,994
IX.—Stamps	1,05,00	1,04,00	1,01,95	1,01,46,558
X.—Forest	7,18	7,50	6,50	7,00,926
XI.—Registration	12,40	12,40	12,70	13,25,187
XII.—Receipts under Motor Vehicles Acts.	28	28	28	28,268
XIII.—Other taxes and duties ..	86	86	30	615
C—IRRIGATION, NAVIGATION, —EMBANKMENT AND DRAINAGE WORKS—				
XVII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept.(a)	17,26	16,80	17,28	17,51,924
XVIII —Irrigation, Navigation, —Embankment and Drainage Works for which no capital accounts are kept.	1,02	95	99	1,15,165
E—DEBT SERVICES—				
XX.—Interest	17,57	18,55	18,43	18,42,807
CIVIL ADMINISTRATION—				
XXI.—Administration of Justice	4,56	3,96	3,93	3,77,782
XXII.—Jails and Convict Settlements.	5,58	3,76	5,56	5,98,063
XXIII. —Police	12,08	10,57	10,38	9,14,921
XXVI.—Education	6,79	6,79	6,37	6,57,352
XXVII —Medical	3,05	2,96	2,68	2,30,217
XXVIII.—Public Health ..	1,59	1,48	2,03	1,64,297
XXIX —Agriculture	3,90	5,31	4,05	3,00,165
XXX.—Veterinary	1,77	1,83	1,98	1,87,522
XXXI.—Co-operation	79	1,42	91	79,331
XXXII.—Industries	18,71	17,19	4,06	4,27,594
XXXVI.—Miscellaneous Departments	1,46	1,46	1,42	95,124

(a) The net Irrigation receipts after deducting "Working Expenses" (which includes the Irrigation *pro-rata* share of the common establishment of the Public Works Department) are shown here.

APPENDIX II—contd.

General Abstract of Revenue and Receipts—concld.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Major Heads.	Budget Estimate, 1939-40.	Revised Estimate, 1938-39.	Budget Estimate, 1938-39.	Accounts, 1937-38.
	TRS.	TRS.	TRS.	Rs.
H—CIVIL WORKS AND MISCEL-—LANEOUS PUBLIC IMPROVE-MENTS—				
XXXIX.—Civil Works	19,70	12,34	16,01	8,34,805
J—Miscellaneous— XLIII.—Transfers from Bihar Famine Relief Fund.	..	..	..	..
XLIV.—Receipts in aid of Superannuation.	2,10	2,11	2,24	2,07,406
XLV.—Stationery and Printing ..	2,39	2,26	3,02	2,88,070
XLVI.—Miscellaneous ..	7,12	6,47	6,84	5,31,998
L—CONTRIBUTIONS AND MISCEL-LANEOUS ADJUSTMENTS BETWEEN CENTRAL AND PROVINCIAL GOVERNMENTS.				
L.—Miscellaneous adjustments between the Central and Provincial Governments.	16	16	..	..
M—EXTRAORDINARY ITEMS—				
LI.—Extraordinary Receipts ..	..	..	..	..
TOTAL REVENUE ..	5,38,42	5,19,27	4,98,41	5,03,26,881
N—Public debt	30,00	25,00	..	..
O—Unfunded debt	26,10	25,76	25,49	25,44,235
P—Deposits and advances ..	6,08,95	6,55,24	5,91,55	6,06,58,511
R—Loans and Advances by the Provincial Government.	19,33	14,77	17,09	7,06,279
S—Remittance	1,42,22	1,42,32	1,42,05	1,39,12,053
TOTAL—RECEIPTS OTHER THAN REVENUE.	8,26,60	8,63,09	7,76,18	7,88,21,078
TOTAL RECEIPTS ..	13,65,02	13,82,36	12,74,59	12,91,47,959
Opening Balance	59,76	64,22	38,90	1,40,12,888
GRAND TOTAL ..	14,24,78	14,46,58	13,13,49	14,31,60,847

APPENDIX II—contd.

General Abstract of Expenditure.

[IN THOUSANDS OF RUPEES.]

Major Heads.	Budget Estimate, 1939-40.	Revised Estimate, 1938-39.	Budget Estimate, 1938-39.	Accounts, 1937-38.
	Trs.	Trs.	Trs.	Trs.
A—DIRECT DEMANDS ON THE REVENUE—				
4.—Taxes or Income other than Corporation Tax.	25	12	..	..
5.—Salt	..	..	..	..
7.—Land Revenue	10,18	11,39	10,79	11,40
8.—Provincial Excise	12,85	13,00	13,14	12,56
9.—Stamps	2,08	2,08	1,76	1,93
10.—Forest	6,35	6,02	6,03	5,69
11.—Registration	5,86	5,76	5,73	5,69
12.—Charges on account of Motor Vehicles Acts.	28	28	27	28
13.—Other Taxes and Duties	..	7	..	..
C—REVENUE ACCOUNT OF IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS—				
17.—Interest on Works for which capital accounts are kept.	11,50	11,50	11,50	11,50
18.—Other Revenue expenditure financed from ordinary revenues.	7,05	2,29	1,67	3,38
19.—Construction of Irrigation, Navigation, Embankment and Drainage Works within the Revenue Account.	..	..	..	..
E—DEBT SERVICES—				
22.—Interest on Debt and other obligations	6,24	5,99	6,25	5,85
23.—Appropriation for Reduction or Avoidance of debt.	..	..	..	..
F—CIVIL ADMINISTRATION—				
25.—General Administration	76,03	71,79	68,46	67,29
27.—Administration of Justice	37,08	37,50	37,64	36,92
28.—Jails and Convict Settlements ..	18,95	17,00	18,26	19,28
29.—Police	79,56	80,50	80,56	78,59
36.—Scientific Departments	28	37	31	37
37.—Education	78,58	71,08	69,46	69,87
38.—Medical	25,73	23,78	22,48	22,63
39.—Public Health	14,22	12,78	11,14	12,53
40.—Agriculture	10,84	9,44	9,31	8,69
41.—Veterinary	4,34	4,41	4,73	4,64
42.—Co-operation	4,55	5,40	3,96	3,53
43.—Industries	11,34	11,29	10,62	9,57
44.—Aviation	..	3	..	..
47.—Miscellaneous Departments	1,48	1,55	1,29	1,27
H—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS—				
50.—Civil Works	46,67	42,80	45,01	47,18
HH.—CAPITAL ACCOUNT OF CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS CHARGED TO REVENUE—				
53.—Capital outlay on Electric Schemes met out of Revenue.	2,44	83	..	..
J—MISCELLANEOUS—				
54.—Famine	75	2,40	40	71
55.—Superannuation Allowances and Pensions	40,59	39,42	40,43	39,15
56.—Stationery and Printing	7,57	7,75	8,54	8,71
57.—Miscellaneous	10,40	1,84	1,03	4,27
JJ.—MISCELLANEOUS—CAPITAL ACCOUNT CHARGED TO REVENUE—				
55A.—Commutation of pensions financed from ordinary revenues.	3,63	3,72	3,60	2,38

APPENDIX II—concld.

General Abstract of Expenditure—concld.

[IN THOUSANDS OF RUPEES.]

Major Heads.	Budget Estimate, 1939-40.	Revised Estimate, 1938-39.	Budget Estimate, 1938-39.	Accounts, 1937-38.
	Trs.	Trs.	Trs.	Trs.
L—CONTRIBUTIONS AND MISCELLANEOUS ADJUSTMENTS BETWEEN CENTRAL AND PROVINCIAL GOVERNMENTS—				
62.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..
M—EXTRAORDINARY ITEMS—				
63.—Extraordinary charges	..	..	..	..
TOTAL—EXPENDITURE CHARGED TO REVENUE	5,37,67	5,04,18	4,94,37	4,95,31
C.C.—CAPITAL ACCOUNT OF IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS NOT CHARGED TO REVENUE.—				
68.—Construction of Irrigation, Navigation, Embankment and Drainage works outside the Revenue Account.	..	..	..	3
H.H.—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS NOT CHARGED TO REVENUE.—				
81.—Capital Account of Civil works outside the Revenue Account.	2,39	3,12	3,13	6,76
J.J.—MISCELLANEOUS CAPITAL ACCOUNT NOT CHARGED TO REVENUE—				
82.—Capital Account of Other Provincial works outside the Revenue Account.	..	..	..	28
83. Payments of Commuted value of Pensions	—1,36	—1,31	—1,31	—1,27
85. Payments to retrenched personnel ..	—4	—6	—6	—3
TOTAL—EXPENDITURE NOT CHARGED TO REVENUE.	99	1,75	1,76	5,77
N—PUBLIC DEBT	30,00	25,00	..	..
O—UNFUNDED DEBT	20,13	21,42	17,94	18,43
P—DEPOSITS AND ADVANCES	6,14,63	6,78,54	5,85,39	7,06,21
R—LOANS AND ADVANCES BY THE PROVINCIAL GOVERNMENT.	11,53	14,64	10,15	6,8.
S—REMITTANCES	1,40,32	1,41,29	1,39,55	1,34,85
TOTAL—DEBT, DEPOSIT, ETC., HEADS ..	8,16,61	8,80,89	7,53,03	8,66,81
Schemes under consideration not ready ..	..	..	8,00	..
TOTAL—EXPENDITURE	13,55,27	13,86,82	12,57,16	13,67,39
Closing Balance	69,51	59,76	56,33	64,22
GRAND TOTAL ..	14,24,78	14,46,58	13,13,49	14,31,61

APPENDIX III.

A.—His Excellency Sir Maurice Garnier Hallett's Speech welcoming the first (ad interim) Council of Ministers formed under the Government of India Act of 1935, on the 1st April, 1937.

B.—His Excellency Sir Maurice Garnier Hallett's reply to the welcome addresses presented to him on the occasion of his first official arrival at Ranchi on the 10th June, 1937.

C.—His Excellency Sir Maurice Garnier Hallett's reply to the welcome address presented to him by the Directors and Members of the Anglo-Indian Colony at McCluskiegunj on the 12th June 1937.

D.—His Excellency Sir Maurice Garnier Hallett's Speech at the prorogation of the Bihar Legislative Assembly at the Council Chamber, Patna, on the 27th September 1937.

E.—His Excellency Sir Maurice Garnier Hallett's Speech at the Opening of the Provincial Flood Conference at the Sinha Hall, Patna, on the 10th November 1937.

F.—His Excellency Sir Maurice Garnier Hallett's Speech at the Police Conference held at Patna on the 31st January 1938.

G.—His Excellency Sir Maurice Garnier Hallett's Speech delivered at Dalmianagar on the 20th March 1938.

H.—His Excellency Sir Maurice Garnier Hallett's Speech at a public meeting called in response to the appeal of Her Excellency Lady Linlithgow for funds to fight the scourge of Tuberculosis in Bihar, held at Patna on the 28th March 1938.

A.—His Excellency Sir Maurice Garnier Hallett's Speech welcoming the First (ad interim) Council of Ministers framed under the Government of India Act of 1935 on the 1st April, 1937.

COUNCIL OF MINISTERS,

I welcome you today as the first Council of Ministers formed under the Government of India Act of 1935. You are taking office under the peculiar and difficult circumstances which have arisen as a result of one party refusing to shoulder the responsibility for the administration of the province unless I gave them an undertaking which for reasons that I explained elsewhere it was quite impossible for me to give. I am grateful to you for stepping into the breach so that the government of this province

may be carried on in accordance with the provisions of the new constitution. The fact that we are starting today the first day of the new constitution with a duly constituted Government will I hope be an omen for further constitutional development and progress in the province, that we shall see in future the formation of definite political parties which will facilitate the smooth working of the constitution.

I know that you all, and indeed all the members of the newly elected legislatures to whatever school of thought they may belong, have one object in view—the betterment of the people of the province. That too is my object and I shall always strive to carry out to the full the instructions given me by the King Emperor to "maintain standards of good administration, to encourage religious toleration, co-operation and goodwill among all classes and creeds and to promote all measures making for moral, social and economic welfare and tending to fit all classes of the population to take their due share in the public life and government of the Province."

The primary responsibility for such measures is now held jointly by you, the Members of the Council of Ministers, but you can rely on the fullest help not only from me but also from the officers of the Civil Service of the province in dealing with the problems which confront you. These problems are numerous and difficult and it will be for you to frame a programme which will show to the people of Bihar that you are determined to take some practical steps for the improvement of their condition. I am confident that with God's help we shall succeed in our object and shall do something for the lasting betterment of the province.

B.—His Excellency Sir Maurice Garnier Hallett's reply to the welcome addresses presented to him on the occasion of his first official arrival at Ranchi on the 10th June, 1937.

GENTLEMEN,

I am most grateful to you all for the very friendly welcome which you have given to me today. May I also take this opportunity for thanking the public of Ranchi generally for the manner in which my wife and I were greeted when we arrived in Ranchi a fortnight or so ago. We are much touched by these demonstrations of affection and it is great encouragement to me in dealing with the many difficult problems with which I am from time to time confronted to know that there are many inhabitants of the province who remember with gratitude such services as I have been able to render to it during the years that I have worked here. I know that they will recognise that whatever I may do in future, I am inspired by the desire to do what I can for the betterment of the people of Bihar.

Ranchi and indeed Chota Nagpur generally may consider itself fortunate in that my two predecessors in the office of Governor had considerable knowledge of its needs and problems. I certainly cannot claim to have the same knowledge of Chota Nagpur as my immediate predecessor, Sir James Sifton who, as he said in replying to addresses presented to him when he first became Governor, had held in this district all the posts open to a member of the Indian Civil Service except that of Commissioner. I can only claim to have been Subdivisional Officer of Gumla for nearly two years and to have been Deputy Commissioner for a short period of six months. But I certainly have a soft place in my heart for Ranchi and indeed for the Chota Nagpur Division. As long as I hold this office I shall always do all that I can to make myself fully acquainted with its needs and problems.

But my position as Governor is somewhat different from that of my predecessors, even of my immediate predecessor. We are now working under the new constitution as contained in the Government of India Act of 1935, and the responsibility for the administration of the province rests on the Council of Ministers. This being so, it may perhaps be held to be inappropriate that a Governor should continue to receive addresses of this kind from local bodies and local associations, but they do serve a useful purpose for they enable the Governor to bring to the notice of his Government the problems which are regarded as important by the inhabitants of a particular area. It is not however strictly correct to ask me, as has been done in one address, to " direct " that arrangements for starting a Degree College both in Arts and Science may be no longer deferred; nor am I really entitled to the thanks which the municipal commissioners have offered me for the decision to station the Government at Ranchi for a few months. Their thanks should be given to the Council of Ministers for that decision was their decision; they decided to move up to Ranchi because they thought it was desirable to become better acquainted with the problems of this part of the province. Their decision was in my view a very right one, but it must be recognised that in a matter of this kind, as has been stated by the Governor of another province, a Governor is under the constitution bound to accept the advice of his Ministers. This in fact is the normal case throughout the whole field of the administration. This does not mean that the Governor leads a life of ease and leisure. I shall always be ready to help my Ministry to whatever party they may belong to the full extent of my ability, to discuss with them the problems and difficulties with which they are confronted and I shall be only too glad if my administrative experience and knowledge of some of the problems of the province prove helpful to them.

In the address presented to me by the Chota Nagpur Unnati Samaj reference has been made to the fact that I have a special responsibility for this part of the province, inhabited as it is, chiefly by aboriginal people. Though much has been said on this very thorny question of a Governor's special responsibilities, I feel that possibly some misapprehension exists. As I have already said the request to me to direct that a first grade college shall be started in Ranchi is hardly appropriate and that shows that the position is not clearly understood. Chota Nagpur is, it is true, to quote the words of the Government of India Act, a partially-excluded area and a special responsibility is imposed on the Governor " to secure the peace and good government of all partially excluded areas ". That does not of course mean that the Governor is solely responsible for the administration of such areas nor even that he is primarily responsible, for the Joint Parliamentary Committee stated definitely that the responsibility for the government of all partially excluded areas will rest primarily upon the Ministers. I have not the least doubt that any Ministry will discharge that responsibility with efficiency and diligence and that before they come to any decision on any important questions affecting a partially excluded area will consider fully the views of the inhabitants of that area, whether they are presented by their elected representatives or whether the aboriginal people in their ignorance of the true meaning of representative Government chose other means for presenting their case. I could not refuse to accept the advice of my Ministers on questions affecting this partially-excluded area merely because my personal views differed from theirs; I could only do so if I was satisfied that the action which they proposed to take would be such as to endanger the peace and good government of the area. If in such a case or indeed in any other case I thought that my special responsibilities were involved, I should not immediately set myself in opposition to my Ministry and reject their advice summarily. The questions would be thoroughly

discussed and I can confidently hope that free and frank discussions would result in each party appreciating the other's difficulties. After all, the relations of a Governor with his Ministers are not those of a master and his servants; rather they are partners in a common enterprise—the good government of the province.

Those are the relations which exist between me and my present Ministry and those are the relations which it will be my object to establish with any Ministry which may be in power. I have dealt at some length with this question of special responsibilities for the fact that the Society representing the aboriginal people of Chota Nagpur refer to them, shows that they attach importance to them and indeed it must be recognised that the other interests to which special protection is afforded by the Act do value these safeguards. I or indeed any Governor cannot surrender the powers given by the Act, but if my relations with my Ministers are such as I have indicated, I confidently anticipate that the occasions on which I shall feel compelled to differ from them will be very rare.

The question of what will happen in the event of difference of opinion in the field of special responsibilities has recently attracted attention and I may take this opportunity of giving my views. It is true the Act gives me power to dismiss a Ministry; it is equally true that a Ministry can resign. But these are very drastic steps and it hardly appears reasonable to suggest that if in a minor matter a Governor differed from his Ministry, he should at once turn out his Ministry. In such a case the responsibility for decision would rest solely on the Governor and it would be in order for a Minister to indicate publicly that his advice had been disregarded. As I have said, such cases would not be numerous, but if they did occur, surely this action would be more suitable than the creation of a political crisis by a Ministry demitting office. Cases may arise in which there is serious disagreement between a Governor and his Ministers, so serious as to make resignation or dismissal inevitable, but it would in my view not be profitable to attempt to define beforehand the circumstances which would justify such drastic action. But as I have said, if we are working together as partners in the great enterprise of bettering the condition of the people of Bihar,—and I shall always do all in my power to help any Ministry in that great work,—we may confidently hope that no serious crisis will arise.

MEMBERS OF THE DISTRICT BOARD,

I am glad to see that you recognise with gratitude the liberal assistance which you have received from Government, but I recognise the need for further assistance and the difficulties which you have in meeting all the claims that are made upon you. Looking back as I do to the time when I first came to this district over a quarter of a century ago, I cannot help being struck by the progress that has been made; possibly some of you may consider that it has been somewhat slow, but it has none the less been sure. To emphasize the changes that have taken place, I may say that those were the days of the push-push or palki; today is the day of the motor bus and motor car. There has been very marked improvement in the communications of the district; there were then many unbridged rivers, there were few metalled roads, and I still remember the adventures which I had when as Subdivisional Officer of Gumla I had to cross rivers or follow jungle tracks in reaching the distant parts of my subdivision or even in getting into Ranchi to attend District Board meetings. Further improvements to your roads are no doubt necessary and I will certainly draw the attention of my Ministry to the schemes which you mention; that for constructing a bridge over the Koel near Sissai or Nagpheni was I think pressed by me as Subdivisional Officer, and I can therefore well appreciate the desirability of this

project. One of the other proposals which you mention affects the new Anglo-Indian colony at McCluskiegunj on the borders of this district; I hope to visit that colony shortly and get first-hand knowledge of its needs and problems, and shall certainly consider the question of linking up that area which includes the lime-works at Kalari with the outside world. In this connection may I say how very glad I am to hear of the opening of this industrial centre and express the hope that the landholders and capitalists of the province will be able to start similar industries in other parts of this district.

You have devoted much attention to medical relief and education and I feel you will all agree with me if I take this opportunity of expressing our gratitude to the three Missions which have done so much for the uplift of this backward tract, especially in the matter of education. Water-supply was always a most difficult problem, but the resources of the district board have been supplemented by the Rural Development Fund which is at the disposal of the Deputy Commissioner and the greater part of which will I understand be allotted to the construction of wells and *daris*. I hope that in carrying out such works the principle of " self-help " is followed and that the people themselves take a part in the work. It is impossible to find funds to carry out all the works that are needed, but much more can be done if the people themselves take a share in the work. It is in my view also most desirable to see ' rural reconstruction societies ' started all over this district; such societies could not only do much to improve conditions in a village but could also serve a useful purpose in settling disputes between tenants and landlords or debtors and creditors.

COMMISSIONERS OF THE RANCHI MUNICIPALITY,

I have spoken of the changes which I have noticed in Ranchi district since I first came here in 1907. I am even more struck by the development which has taken place in Ranchi town during the last five or six years to which you rightly draw attention; wherever I go I see new buildings, new houses, new shops, new hotels, and there is no doubt that Ranchi is developing rapidly both as a residential centre and as a trading centre. As you say, Ranchi is one of the loveliest cities in the province. This development of course increases your responsibilities, and though at times the administration of the municipality has not been all that could be desired, I am glad to see that there has been some improvement recently and I have no doubt that you will do your best to reach a high standard of efficiency in all branches of work. Ranchi has already given a lead to other towns in the province by introducing the system of compulsory education, and I was very much impressed by the large number of school children who turned out to greet me on my arrival here. You have not referred to any schemes which you have for the improvement of the town, but I have no doubt there are many matters which you will discuss with my Minister of Local Self-Government. May I, however, be permitted to bring to notice a scheme in which both the Minister and I take great interest and to which we both attach great importance, that is the development of the Maternity and Child Welfare Centre. We are most anxious to obtain funds for providing this Centre with a suitable building and also to create an endowment fund which will ensure that this beneficial work can be carried on without any financial anxieties. I hope the generous public of Ranchi will help us in this scheme.

MEMBERS OF THE CHOTA NAGPUR LANDHOLDERS' ASSOCIATION,

It is a matter of great satisfaction that I was able to include in the first Council of Ministers a representative of Chota Nagpur, and I trust it will always be found possible to have a resident of Chota Nagpur in the

Council. I can assure you that my Government will consider any practical suggestions which you or others may place before them for amending the Chota Nagpur Tenancy Act, for they have come to Ranchi with the express object of studying such questions at first hand. As regards cess revaluation, any representation which you may have to make will be fully examined by the proper authorities, but I would remind you that the cess income of this district is not large and that it would be unfair on the rest of the province to ask it to contribute large sums to the development of this Division, yet that would be the result if we carried out the improvements which your district board press for and if at the same time a substantial reduction was made in the cess valuation.

You would like to see Ranchi equipped with a first grade Arts College, and on this subject I must sound a note of warning by pointing out that it is very little use starting these advanced educational institutions unless we can guarantee that there will be employment for those who pass through them. The problem of unemployment of the educated classes is a problem which confronts all Governments and it is necessary to consider whether there should not be some changes in our educational system. It always seems to me that here in Chota Nagpur we should do well to concentrate on some form of industrial education in the hope that boys trained in such institutions will find employment in the industries of the division.

I fully recognise the importance of Land Mortgage Banks, and indeed the whole question of Rural Indebtedness whether of landlords or tenants is a problem to which my Government are devoting most anxious thought.

MEMBERS OF THE CHOTA NAGPUR IMPROVEMENT SOCIETY,

You raise a number of questions of the greatest importance which I can assure you will be most carefully considered by my Government. I have already said that in any question of amending Tenancy Act the views of those affected will be most carefully considered. You put forward one definite suggestion regarding the reduction of rents and in regard to that I will put forward my personal opinion which is, that it would be difficult to justify an all-round reduction of rents in Chota Nagpur. As far as I am aware, rents are on the whole not excessive; it is true that many of the '*tanr*' lands and uplands are not very productive, and I suggest that the agriculturist of Chota Nagpur would be well advised to try to increase the productivity of his land; in this our Agricultural Department will help in all possible ways and if, as I said earlier in this speech, Rural Reconstruction Societies are started, it will make it a great deal easier for our Departments of Agriculture and Industries to get in touch with the agriculturists, and bring to their notice improved methods of cultivation or industries which can suitably be undertaken in a village. I believe that already the cultivation of fruit and vegetable is developing in the district and I feel that more might be done on these lines.

You refer to the question of appointments to the Public Services; I am satisfied that the claims of aboriginal candidates are in all cases sympathetically considered, with the result that the number of such candidates appointed to the public services is gradually increasing. I may remind you that I am charged in my Instrument of Instructions to secure a due proportion of appointments in the services of the Crown to all communities. I shall not neglect that duty, but I may say that I do not anticipate that in a matter of that kind there will be any difference of opinion between me and my Ministers; they too will I feel sure follow to the full that instruction.

You have made various suggestions regarding the development of educational institutions and to that matter I have already referred earlier in this speech.

You refer also to the Judicial system. Again giving my personal opinion, I must say that I doubt whether any very drastic changes are necessary or desirable, but I would recall the fact that the Village Administration Act of 1922 contains special provisions for the establishment of *panchayets* in Chota Nagpur, and that provision was inserted at the urgent request of a member of your Society. I do not know if use has ever been made of those powers, but the question of setting up some form of *panchayat* Court deserves consideration.

I trust you will not consider my reply unsympathetic because I have suggested some objections to your suggestions; I am anxious to do all I can for the aboriginal inhabitants of the division and I can assure you all that the points which you have raised will be most fully considered by my Government.

Again let me thank you for your cordial welcome to Lady Hallett and myself and assure you that I shall pay special attention to the proposals which you have put forward.

C.—Speech delivered by His Excellency Sir Maurice Hallett at McCluskiegunj on 12th June 1937.

SIR HENRY GIDNEY, DIRECTORS AND MEMBERS OF THE COLONIZATION SOCIETY OF INDIA, LIMITED, AND SETTLERS IN THE ANGLO-INDIAN COLONY AT MCCLUSKIEGUNJ,

I am most grateful to you all for the welcome which you have given me today and for the opportunity which you have given of seeing at first hand your new Colony of McCluskiegunj and of becoming acquainted with its needs and problems. My tour round your settlement today has shown me how whole-hearted you all are in making it a success. You are pioneers and the work of a pioneer is not easy. I have seen many homesteads surrounded by several acres of land which have been brought under cultivation. Next door to these homesteads was the jungle and from what I have seen today I can well realise the work involved in clearing that jungle, putting down orchards and building houses and wells in this area. You all I feel deserve the greatest credit for your grit and for your determination to conquer the natural difficulties with which you were confronted and I am convinced by what I have seen today that the efforts of the pioneers of this colony augur well for its success, and I have not the least doubt that if I come here again, as I fully intend to do after the very friendly reception which I have received today, I shall see a settlement which will be of lasting benefit to the Anglo-Indian community. I am well aware of the problems which confront you as a community, for I dealt with some of them during my tenure of office as Home Secretary to the Government of India. You, Sirs, have recalled the fact that the Indian Statutory Commission advised the community to open out a wider range of employment and I too recollect that that was the advice which the Government of India gave to the community. It is extremely satisfactory that the community itself has taken a very practical step forward to carry this advice into effect by starting the settlement in Ranchi district. I am extremely sorry that one of the pioneers of this scheme, Mr. McCluskie, has passed away only a short time after its inauguration and it is most appropriate that he should be remembered by the name which has been given to the settlement. From my visit here today I have no doubt whatever that other members of the community will push forward this scheme with energy and will face the difficulties which confront them with courage and determination. I have always felt that the main difficulty of carrying into effect the sound advice given by the Statutory Commission lay in the fact

that Anglo-Indians are generally speaking a town-bred community, without knowledge of agriculture or experience of village life. There must therefore be, as you very rightly say, a reorientation of outlook on behalf of the Anglo-Indian youth; our towns are overcrowded and in these days of fierce competition it is becoming increasingly difficult to find employment whether in Government departments or commercial concerns. The Anglo-Indian is certainly handicapped and at a disadvantage as compared with the Indian, in that he has no land to fall back upon. You were however in my view well advised in making this attempt to bring the Anglo-Indian on to the land even though you were unlucky in starting this scheme at a time of acute agricultural depression. I am glad that you found a suitable spot in this province. There may be other equally suitable areas in other provinces and if this scheme is the success which I sincerely hope it will be, you will no doubt start similar colonies elsewhere. By so doing you will have carried out the sound advice of the Indian Statutory Commission of opening out a wider range of employment, and the action you have taken will tend to increase the prosperity of the community.

Your address contains numerous requests for assistance and it is indeed natural that you should use this opportunity of bringing your difficulties to my notice. But I hope you will not be disappointed if I do not give very definite replies and any explicit promises. You will recognise, I feel sure, that my primary object in accepting your invitation was to make myself acquainted with your difficulties at first hand and not merely through correspondence and to discuss those problems with you. I felt also that I should be in a better position to deal with those problems if I could secure the attendance here today not only of representatives of my Government but also of the Government of India. I am very glad therefore that we have here today my old friend Sir Guthrie Russell, Chief Commissioner of Railways, who is well acquainted with the Anglo-Indian problem and who has arranged to come here today in spite of the inconvenience involved in the journey from Simla at this season of the year. His advice on many of the questions raised will be most helpful, but I must admit that in asking him to come I had the ulterior motive of having some one in Simla and Delhi who could urge the Central Government to help us and to contribute to the development of this settlement. It is true this settlement is in Bihar, but the Anglo-Indian problem is an all-Indian problem and it is not unreasonable for me to hold that the burden of hleping the settlement should not fall solely on my Government but should be shared by the provinces from which the settlers come and also by the Government of India. Bihar is not a wealthy province and its needs are great, but my Government are not unmindful of the fact that the development of McCluskiegunj as an industrial and agricultural centre will benefit the province and it is for that reason mainly that Mr. Yunus, my Premier, has joined us today. Since he has held that office he has tackled the various problems which have confronted him with commendable energy and determination and it is typical of his energy and of his zeal to do his best for all parts of, and all interests in, the province that he has come here today. We have also the Commissioner of Chota Nagpur and the Deputy Commissioner, the officers primarily responsible for the good administration of the area included in this settlement. Finally in view of your request that a Unit of the Auxiliary Force of India should be started here, I invited Captain Cooper, Adjutant of the Chota Nagpur Regiment, to come with us so that he might see whether that suggestion was practicable.

I fully agree that your primary need is the provision of roads in and around the colony, so as to bring the colony into communication with Ranchi and the outside world. There is I understand a road of some kind from

the Ranchi-Lohardaga road to the new cement factory at Khalari, which however needs improvement: apart from that the most important road seems to be that from Chama to Duli and beyond through the centre of the Colony. The Deputy Commissioner hopes I understand to be able to give you some help over a portion of this road and I will certainly consider most carefully whether I can obtain help from other sources for these very necessary improvements. I hope if these roads are well constructed in the first instance, the colonists themselves will be able to help in keeping them in repair. Ordinarily this duty should fall on the District Board, but I can well appreciate the reluctance of the board to add to its responsibilities, for it has a very small income out of which to meet the needs of a district with an area of over 7,000 square miles and a population of 1½ million. I also hope if we can find money to construct the roads to link the settlement with the outside world, the Company itself will be able to develop the roads within the Colony. Luckily the construction of roads is not very expensive in Chota Nagpur.

The problem of water-supply both for your domestic needs and for agricultural purposes is also urgent and the best method of meeting the need was one of the matters on which I hoped to be able to form an opinion by my visit today. There are the various alternatives of tube-wells, surface wells or storage reservoirs. To construct a large reservoir, damming one of the hill streams would I am told be costly while difficulties might be experienced in taking water to various parts of the settlement. Possibly wells will be more useful. On this point again I can only say that I will see what can be done. Many of you have already built useful wells and I will certainly send out an expert Engineer to see if a storage reservoir can be built.

I recognise that some possible settlers especially those with young children may be deterred from coming here owing to lack of educational facilities. There are, as you doubtless know, the Bishop Westcott schools at Namkum near Ranchi and if the road communications are improved, possibly children could be sent there without difficulty. If, however, this is not possible, then I will certainly ask my Government to consider what help we can give in this matter and I would ask you to draw up detailed proposals for their consideration. Possibly some of the ladies or gentlemen who have settled here might be willing to devote some of their spare time in assisting in any school which may be started. If you put up a considered scheme, I hope that my Government will be able to give you assistance.

As regards medical relief, you recently had the advantage of a visit from the Inspector-General of Civil Hospitals in my province and I was glad to learn from him that the colony is generally speaking healthy and that during the last four years there have only been 18 deaths, many of which were of old people. The settlement has I understand been quite free from any epidemics and it looks to me as if a hospital, if constructed now, would remain empty for most of the year. No doubt as the colony grows in population, the need for a hospital will become greater and I will in this matter ask my Government to consider sympathetically any scheme which you put forward.

There are many other matters to which I might refer, such as the provision of additional postal facilities and the supply of electricity which I have discussed during my tour round the station. There is also the very important question of developing small industries which the settlers can carry on; my Government would I feel sure, assist in this matter by granting small loans under the State Aid to Industries Act to enable a

settler to buy the plant required for his work. One point occurs to me on which I venture to make a suggestion; I gather from reading your very interesting monthly Magazine that some people already cultivate lac; apart from the cultivation of lac, the manufacture of articles out of lac may well be a source of profit. This is one of the matters dealt with at the Indian Lac Research Institute at Namkum near Ranchi and I feel sure that Dr. Sen, the head of the Institute, and his staff would help you with most valuable advice.

In conclusion, Gentlemen, I must once again apologise that I have been unable to be more definite in my promises of assistance. I shall certainly always watch the growth and development of McCluskiegunj with a very sympathetic eye and if I can see any possible measures by which I can help this admirable enterprise, I will be very ready to adopt them. I would ask you not to hesitate to bring any matters to my personal notice. I look forward to paying other visits to this area and no doubt I shall see on the next occasion that great progress has been made.

I thank you most sincerely for your good wishes to Lady Hallett and myself and I regret that she was not able to be with me today.

D.—Speech delivered by His Excellency Sir Maurice Hallett at the prorogation of the Bihar Legislative Assembly at Council Chamber, Patna, on the 27th September 1937.

MR. SPEAKER, LADIES AND GENTLEMEN,

As this is my first visit to the Bihar Legislative Assembly, my first duty is to offer you a welcome. It is, I know rather belated, but none the less sincere. May I say that I extend a specially sincere welcome to the ladies who are members of this Assembly. They have not been deterred from entering the turmoil of political life; they have already shown that they are capable of holding their own in debates and have already made very helpful speeches on some of the subjects which are of special importance to the women of Bihar. I have no doubt that the ladies will do much valuable work for the betterment of their mother country and I look forward to the time when one or more of them has risen to the Treasury Bench.

With some of you I can claim old acquitance and friendship, dating back to the days when as Secretary to Government in the Local Self-Government Department or as Chief Secretary, I myself occupied a back seat on the Treasury benches. There are however many new faces, but I hope as time goes on to get to know better all the Hon'ble Members of the Legislature.

After giving you all this belated greeting, my next duty is to offer you all my congratulations on the conclusion of a successful first session. August and September in Patna are perhaps not the pleasantest time of the year for a parliamentary session, but force of circumstances made it inevitable to hold the Budget Session at this time of year.

I must congratulate you, Sir, on your election as the first Speaker of the Assembly, and also the members of the Assembly on the wisdom of their choice. Your task is no easy one: and I have always felt that there can be no more arduous task than that of President of a Legislature. I may, I think, claim that here in Bihar we have established sound parliamentary traditions, sound parliamentary conventions all of which conduce to the

orderly conduct of debate and to the disposal of business in the manner most convenient to the members. For that satisfactory position we are indebted to your predecessors who are well-known to all of us and one of whom I am glad to see once again in this House as a private member. For the Rules and Standing Orders which at present govern your procedure I am responsible, though I have of course followed the rules previously in force. I understand these rules have worked well, but if there are any points on which they require modification or amendment, it will be for the members of the Assembly to exercise the power entrusted to them by the Statutes.

I have followed the proceedings of the Assembly with the greatest interest. It is satisfactory that we have two newspapers in the Province which publish a day to day account of the proceedings. I have read those reports and as soon as the official proceedings are available, I shall study them with even greater care.

There have been a large number of questions, and I sympathise with Hon'ble Members in their desire to obtain information about various points which are important to their constituents. But I believe that the volume of questions has been so great that some may possibly have not yet been answered, though I have no doubt that the Government will supply the information required by the Hon'ble Members as soon as it is available. It is however clearly undesirable to allow questions to accumulate and it is desirable in the interest of the efficient discharge of business that answers should be given if possible within a period prescribed by the rules. I recognise that the Assembly Department has had a difficult time during the first Session in dealing with the work which they have been confronted with and I have no doubt that you, Sir, will consider what more satisfactory arrangements can be made and whether any change is necessitated in the Rules or Standing Orders. I know that the Ministers will be always prepared to give full and prompt information to members, but I have made this suggestion because I believe some changes in the method of dealing with questions will be in the interests of all, both of those who ask the questions and of those both in the House and outside it, whose duty it is to supply the information required.

Much of your time has been devoted to consideration of the Budget. During the general discussions, both here and in the Upper House, many valuable points have been brought forward which will of course be duly considered. In the voting of demands it was not possible to discuss in detail more than about half of the demands, and the budgets for Departments of such importance as Medical, Public Health, Agriculture and Co-operation were not discussed in detail and had to be passed under the guillotine procedure. This seems to be regrettable and again if I may make a suggestion, I think it is worth while considering whether something cannot be done to ensure that all important demands are open to discussion. The discussions need not be long, but a short discussion is better than no discussion and I feel sure that Hon'ble Members will realise the desirability of making their points as shortly as possible.

Apart from the Budget, the Ministry have introduced important legislation and I must add controversial legislation. It has been suggested in certain quarters that this legislation if and when it becomes law should be opposed by unconstitutional methods. I trust that this suggestion has not general support. I feel that even the short experience which we have had of the working of the new Constitution during the present Session goes to show that all minorities have full opportunity of putting forward their views and you, Sir, have I know given every opportunity to the Opposition to take a full part in all important debates. It must be recognised that in

all parliamentary constitutions, the Opposition plays as important a part as the Government and it is very satisfactory to me to see clear signs that parliamentary procedure has been developing on the right line and that there have been healthy discussions between the Government and the Opposition on the controversial points at issue. Such discussions and debates are all to the good, and good will I feel sure result from the further discussions which you will have in the House and in the Committee Room on the Bills which are before you. The point must not be lost sight of that under any form of parliamentary Government an Opposition, even if small in numbers, can do much to influence the final decision in any matter.

Mr. Speaker, Ladies and Gentlemen, I have held charge of my office of Governor for some six months. I must confess that at times during that period I have felt pessimistic as to the future, but I have always been buoyed up by the knowledge that all of you, to whatever political party you may belong, have a common object, the betterment of the people of Bihar. That too is my object. Progress may be slow, and in dealing with many of the difficult problems before us, we must not look for immediate spectacular results. During the past six months much useful spade work has been done and I must take this opportunity of expressing my appreciation of the work done by the four gentlemen who joined the first Council of Ministers in this province. In spite of hostile criticism, they threw themselves wholeheartedly into the work, they did not spare themselves and made themselves thoroughly acquainted with many of the problems that are before us. Now we are in the better position of having a Government in power which has a majority in the Legislature and is thus able to secure the sanction of the Legislature to its proposals. My Prime Minister and his Colleagues have had a very strenuous time during the last two months when they have had Parliamentary duties to perform in addition to their administrative work. But I know I shall have the support of the Assembly when I say that they have discharged their duties with credit and success. They have received valuable assistance from those members of this House who have been selected as Parliamentary Secretaries and I feel sure that they will themselves be first to admit the help that they have received from the officers of the Secretariat and of the various civil services. We all, Ministers, Members of this House, whether of the Government party or of the Opposition, civil servants of all services are co-operating in the great work of improving the condition of the people of Bihar, and I am confident that we shall achieve success and that God's blessing will be on this great work.

In exercise of the powers vested in me by clause (*b*) of sub-section (2) of section 62 of the Government of India Act, 1935, I now declare that the Assembly stands prorogued.

E.—Speech delivered by His Excellency Sir Maurice Hallett at the opening of the Provincial Flood Conference at the Sinha Hall, Patna, on the 10th November 1937.

GENTLEMEN,

I offer you all most cordial welcome and I thank you for sparing time to come to Patna to discuss with my Government and their advisers the very difficult problem of floods. The problem of floods in Bihar is not a problem of which I can claim to have much personal experience. I have not served in districts liable to recurrent floods, while during the periods that I have been in districts liable to occasional floods, those districts have fortunately

been immune from any major disaster. I have tried during the last few months to make myself acquainted with the facts, but I admit I do not yet see clearly any radical solution of the problem. But I have no doubt that the discussions which you will have at this Conference will throw much light on the problem and will prove invaluable to Government in deciding the line which they will take in dealing with it.

2. In dealing with this problem we are up against nature and nature in one of its most devastating and dangerous activities. The earthquake of 1934 did a vast amount of damage in a few moments of time, but the damage caused by that disaster was probably not greater than the cumulative damage caused by recurrent floods in the Ganges valley. During this year we may congratulate ourselves on having escaped a major or widespread flood, in particular in the Tirhut and Patna divisions, in fact at one time I was apprehensive that the countryside would suffer more from drought than floods, but fortunately that apprehension has not been realised. We have however had floods in that extremely difficult area in North Bhagalpur through which the Kosi river flows and Government had to spend large sums on charitable relief and on loans. I should like to take this opportunity of paying a tribute to the sterling work done by Government officers and voluntary workers in the neighbourhood of Supaul and Madhipura for mitigating the distress. In particular I would thank the officers in charge of these two subdivisions for all that they have done.

3. At this stage there is one observation which I must make. Though as I have said floods have on the whole not been so severe as in some recent years, yet if one believed all that appears in the Press, one would certainly gather the impression that there had been numerous severe and disastrous floods. Floods are good news value and newspapers both in this and other countries are I think inclined to give unduly harrowing description of floods and to exaggerate the damage that has been caused. They no doubt receive the accounts from local correspondents who are anxious to secure the maximum amount of assistance for the area in which they live. I also recognise of course that at first sight to see a large area formerly covered with good crops entirely submerged and under some depth of water is a terrible sight which cannot but excite one's pity and compassion. But I would ask all connected with the Press or who send accounts of floods to the Press not to exaggerate the damage. I may perhaps give a small example which I noticed a short time ago of such exaggeration. I read one account to the effect that several bridges and culverts on a certain line of railway had been destroyed or seriously damaged which seemed to justify the inference that a very severe flood had occurred. Next day I read what was the correct account which was that one bridge had been regarded as temporarily unsafe and traffic was diverted for a day or possibly only half a day till it was repaired. Exaggerated statements can do no good; they can only cause unnecessary panic and alarm. Though I do not wish to appear to minimize the damage caused by floods, I would ask all connected with the Press not to over-estimate the damage. In an area attacked by a flood, the responsible Government officers are bound to collect accurate information as soon as possible and they will always be ready to communicate such information to the Press.

4. In estimating the damage caused by floods, the fact must not be lost sight of that short-lived floods when the water stays on the fields for only a short period, especially if they occur at the early part of the cultivation season, do not cause much damage, in fact at times they do more good than harm. I would invite you attention to some significant figures which I have recently seen in a pamphlet on floods in Bengal. Engineering records over the long period of 62 years show that of floods 22 per cent

are subnormal; 55 per cent are normal, 21 per cent abnormal and only 2 per cent extremely abnormal. In other words the dwellers in this area can expect to be flooded rather badly once every five years on the average and to have a really dreadful flood once every fifty years or so. Again I wish to make it clear that I do not wish to minimize floods, but these figures do I think support the view that floods are not as bad as would appear from some of the accounts which are given of them.

5. But clearly even a rather severe flood once in five years is a disaster from which the poor cultivator with his limited resources must be protected, if it can possibly be done. That is the problem which we are here to discuss. Put in simple language, the problem in the Ganges valley seems to be " bands or on bands ", " embankments or no embankments ". You have been given, I believe, a certain amount of literature on the subject and the expert advisers of my Government can give you plenty of information. In this respect Bihar does not differ from other areas liable to flood; there is the same problem in Bengal, the same problem in our sister province of Orissa. There is the same problem in China, the same problem in America, in particular in the Mississipi valley, where in spite of vast expenditure, in spite of the most expert engineering skill, the embankments, or levees as they are there called, put up to keep the river under control, do not appear to have proved a success. I will not put it more strongly than that.

6. I must confess that though I keep an open mind on the subject, my present view is that " bandhs " do more harm than good. It is only natural that the owner of a piece of land, looking at the matter from his own individual view point should try to construct something that will keep out the flood. But I and my Government cannot take into account merely the interests of a particular individual; we have to try and secure the " greatest happiness of the greatest number " and we must see that what is done by one individual to protect his private interests does not affect others. I may quote an example based on my own experience of what may happen if a protective embankment is constructed. Some years ago after a disastrous flood in the Sone river, Government arranged for the construction of an embankment in Shahabad district to protect the threatened part of that district and in particular Arrah town. Shortly after that I was District Officer of Gaya and I had many protests from residents in that district contending that this embankment on the west bank of the Sone would throw the river when in flood across into Gaya on the east bank. Actually I don't think it has had this result, but I felt that the apprehensions expressed by my Gaya people were not without foundation. More recently since I came here as Governor I saw a proposal to protect Saran district from floods by an embankment to keep out the Ghoghra river. My previous experience at once occurred to me and I suggested to my then Ministry that we must see what view the Government of the United Provinces had on the subject as they were responsible for the land on the west bank of that river. I was not surprised when I saw their reply that this might devastate large areas in Ballia district. This incidentally necessitates the necessity for close co-operation between all provinces—a point to which I shall refer later.

7. But though this is one of the objections to embankments that it may merely transfer the evil from one area to another, there are other more serious objections. I will state these as they appear to me in simple language and I trust my expert advisers will agree with what I say. The most serious objection is that if water finds its natural level and its natural flow off, it flows off quickly and as I suggested earlier in this speech if flood water flows off quickly, it does less damage, considerably less damage than if it takes many days before it disappears. The second is a more technical point. The Bihar rivers, the tributaries of the Ganges, coming as they do from the

Himalayas or the foothills of the Himalayas flow generally in a southerly direction; they bring down a large amount of silt and if not interfered with by embankments would gradually deposit the silt all over the Ganges valley and thereby raise the general level. You might have floods, but not abnormal floods and no serious damage would be caused or rather such damage as would be caused would be extensive not intensive and as far as I can see if the damage is extensive, it is far slighter than if it is intensive. But there is another difficulty caused by embankments. An embankment may result or rather I would say must result in the level of the ground on the upstream side of the *bandh* being raised, for that area gets the deposit of silt. The embankment may for some time protect the land-owners on the downstream side, but ultimately if the embankment breaks, and I gather that neither we nor even the Americans in the Mississipi valley can build unbreakable *bandhs*, the damage done to the downstream side of the lands is far greater than it would otherwise have been, while in addition to this there is the recurrent damage to all land on the upstream side of the *bandh*. This seems to me to be in words of one syllable one of the dangers resulting from an embankment.

8. I have devoted myself so far to trying to show that embankments tend to intensify rather than minimise floods. It will be for this Conference to say whether they accept this general principle. But once you lay down a general principle you find that it is necessary to modify it in particular cases, each case must be considered on its merits and if a detailed examination of individual cases is made, it may well be found that in certain cases embankments are necessary. It is in my view necessary to have embankments to protect densely populated areas, towns or large villages. I have alluded to the embankment which was constructed to protect Arrah town; Chapra is another town liable to attack by flood, while we have during this year taken steps to protect Begusarai by reconstructing the Gupta *bandh*. Some experts also hold that embankments are necessary to prevent two rivers joining up. Thus Colonel Temple who is well acquainted with Tirhut suggests that the Bagmati, until it has finished its land building across the middle of Muzaffarpur district, should be persuaded to keep out of the Burh Gandak and that will best be done by maintaining an embankment on the divide between the valleys of Bagmati and the Burh Gandak. There is also the very difficult problem of that extraordinary river the Kosi which during the last hundred years has moved hundred miles and now threatens to join up with the Tiljuga.

9. Another question which of course arises is the question of roads and railways whether they have sufficient waterways. Often railways are blamed for causing obstruction to the flow of water but it has been stated by one authority " that the large road and railway banks across the flood plains have but little effect in increasing the damage caused by normal floods and in abnormal floods the damage they do upstream is compensated by the damage they save on the downstream side. In extremely abnormal floods they are so damaged themselves that they do not effect the amount of damage done to the countryside at all ". Fortunately we have here today two officers of the Bengal and North-Western Railway who are well acquainted with the problem and whose advice based on long experience will be most valuable.

10. Then having considered the problem of embankments, we have to consider what alternative measures are possible. In America I believe they attempt to divert flood water from inhabited or cultivated areas to areas where there is little or no cultivation. It appears very doubtful whether any such solution is feasible in Bihar where every foot of the ground is cultivated. It may be possible in some cases to cut a channel from a river, but whether a river such as the Kosi could ever be persuaded to follow a particular

channel seems to be a little doubtful. I mention these possibilities merely to show the difficulty of the problem; it may be helpful to us to get knowledge of what is being done in other countries and that is a suggestion which I know my Government are considering.

11. I have alluded above to the necessity for co-operation in dealing with this problem of floods. I am afraid that there has been a tendency in the past to deal with individual areas which are liable to or have suffered from floods as separate isolated problems, to see what can be done to protect that particular area rather regardless of its effect on other areas. An example of this can be found in the proposal which I have referred to of putting an embankment in Chapra district, which as far as I could see failed to take into account the effect that such an embankment woud have on adjacent district of Ballia. Most of the rivers, the tributaries of the Ganges which are the cause of floods in North Bihar have their sources outside the province, some draw their water from the Himalayas. It may be possible,—I do not wish to put forward this suggestion with any degree of certainty,—to take action in the higher reaches of these rivers which will mitigate floods in the lower reaches. In any case it is clearly desirable that all the Governments concerned should consider the problem. I know that the Government of the United Provinces is willing and ready to co-operate and such co-operation, apart from being useful in dealing with the problem of a particular river, will also be helpful in that the experience gained by one province will be available to another province. Pooling of experience is always useful. I hope too that the Government of Nepal will be ready and willing to help us for it is in that country that rivers such as the Kosi have their sources. But apart from co-operation between Governments, there must also be the closest co-operation between the various departments of Government. It has not infrequently happened in the past that a district board has raised the level of a road and thereby prevented the flow-off of flood water and I have seen cases in which it has been proposed that district board should be asked or directed to reduce the level of the road and make some waterways.

12. Thus it is clearly necessary to have in the flood-affected area some statutory authority which will deal with these problems. There is an old Act in force. I cannot claim to have any practical experience of its working, but it may well be that that Act needs amendment and revision. I hope you will have time to consider in outline if not in detail what form that amendment should take. It is very possibly desirable to have a statutory Committee for the whole area north of the Ganges in this province consisting partly of experts and partly of non-experts which will advise Government on these problems. If a similar Committee is established in the United Provinces, the two Committees will, I feel sure, be able to make some improvement.

13. I have referred to the fact that in fighting floods we are fighting nature, but that statement is only half of the problem. In dealing with it and in particular in dealing with the question of embankments we are up against " vested interests " and I am sure you will all agree with me when I say that if you attack " vested interests ", you may expect a vigorous protest from these interests. I admit it is not desirable to ride rough shod over " vested interests ", but if a vested interest conflicts with the very essential principle of securing " the greatest happiness of the greatest number ", then we must deal with the " vested interest ".

14. I must apologise for the fact that much of this speech is destructive rather than constructive. I have emphasised, possibly over-emphasised, the difficulties of the problem, but I have done so deliberately, for I wish these difficulties to be fully recognised, I wish it also to be recognised that in this

contest with nature; in one of its most devastating aspects, in the contest with vested interests created by human agency, we cannot expect rapid progress. " Rome was not built in a day " and certainly the Ganges valley was not built up in a day. We cannot hope to decide the problem of Tirhut floods at the Conference; we can suggest lines of approach to the problem; but we and our expert advisers must collect a mass of information,—a volume of statistical information,—before my Government can decide what action is most suitable. We may suggest palliatives. We may undertake a publicity campaign to tell the villagers where habitations are exposed to floods the most suitable way in which to construct their houses, but if we expect a final solution of the flood problem of North Bihar in a few years we are doomed to disappointment.

15. But I do feel that the more we discuss the problem, the nearer we get to a solution of the problem and with that hope at the back of my mind, I ask this Conference to start its deliberations.

F.—Speech of His Excellency Sir Maurice Hallett at the Police Conference held at Patna on the 31st January 1938.

COLONEL MCDOWELL AND OFFICERS OF THE BIHAR POLICE,

I regret very much that I have been unavoidably prevented from welcoming you today to the Annual Police Conference These Conferences have now been held for many years and serve very useful purposes. They enable police officers to discuss professional matters, such as the methods by which the work of the police may be rendered more efficient. Under modern conditions the work of the policeman is becoming more difficult and more scientific; it is also ever increasing in volume. In proof of this last statement I need only refer to the vast increase in motor traffic in recent years, which has thrown a very heavy burden on the police in their duty of protecting the public from danger on the highways.

The work of the policeman is also daily becoming more scientific. I was impressed by this point when I visited the metropolitan Police College at Hendon near London about a year ago. All the marvels of modern science, photography, X'Ray, wireless are now brought in to aid the policeman in his work. Here in India we are not yet so far advanced, but if the police force is to maintain and increase its efficiency it must make use of all these modern methods to supplement or possibly supplant the old methods of investigation.

These conferences serve another very important service; they tend in my view to enhance the *esprit de corps* of the service and if the *esprit de corps* is high, the efficiency, morale and discipline will also be high. On these occasions you meet old friends and make new acquaintances and you can discuss among yourselves with great profit the problems with which you are faced, not merely at the formal conference but also less informally when you meet at a friend's house.

This Conference of the year 1938 is noteworthy. There have been momentous changes made in the system of Government during the past year; there have been times, I must admit, when I felt anxious about the future, but I think that I can say up to the present the change in the system of Government has been effected without any serious trouble. Speaking generally, the police and the public have adapted themselves to the new conditions and though there are still some persons who can see little good in the police or in the work which officers of the Bihar Police do in the discharge of their difficult duties, yet I feel that there is a growing body of

public opinion that the police carry out their duties impartially, fairly and equitably. In a large force such as this there must be some black sheep, but I feel that the force as a whole is doing its best to show that the charges brought against it are ill-founded. I know what valuable work Colonel McDowell and his predecessors in the office of Inspector-General have done to stamp out corruption in any form and what loyal assistance they have received from officers of all ranks. More remains to be done, but I feel that we can look to the force itself to improve conditions. This Conference is also very noteworthy from the fact that this year for the first time the Prime Minister of Bihar addresses the Conference. I have referred to the fact a conference such as this gives you all an opportunity of exchanging ideas with your fellow officers; on this occasion it also gives you an opportunity of exchanging ideas with those representatives of the electorate of the province who are now primarily responsible for the police force. You will be able to put your difficulties before the Prime Minister; he will be able to put his difficulties, which I recognise are often very great, before you, and I am sure each party will listen to the other with care and sympathy and that the relations of Government and the police force will continue to be excellent. I wish the Police Conference of 1938 all success.

G.—Speech delivered by His Excellency Sir Maurice Hallett at Dalmianagar on the 20th March 1938.

MR. DALMIA AND GENTLEMEN,

It is a great pleasure to me to be present here today. I admit it might have been more pleasant for all of us if this ceremony had taken place at a cooler time of year, but having served for many years in the plains of Bihar, I am accustomed to high temperatures and dusty roads, and in some ways I prefer them to the fog, rain and mist which you get in the Hill Stations. It is true as you say that I started work in this province in 1907. I started in the district of Saran and Saran at that time was just beginning to develop the Sugar Industry which is now of such great importance to the province and some of my earliest experiences were visits to sugar factories, such as that at Marhowrah in that district. It was however not till after the creation of the province of Bihar and Orissa and after the Great War had begun that I really came in contact with the industries of the province and became interested in its industrial development. I was in 1915 and 1916 Deputy Commissioner of Singhbhum and in that post the most interesting problems with which I had to deal were problems connected with the Tata Iron and Steel Company and with the development of the mineral resources of that district. The Company at that time were busily engaged on the manufacture of iron and steel for war purposes, and it was while I was there that the Directors of the Company applied for permission to acquire a very large area of land to enable them not only to carry out the large expansion of their steel works which they contemplated, but also to house their workers in suitable and sanitary surroundings and to have also under their control a large fringe area and thereby prevent the growth of insanitary bazars and villages in the vicinity of their town. The Directors of that Company showed great wisdom and forethought in putting forward a scheme of this magnitude, for I feel that often we do not look far enough ahead; we rest content with what is immediately required and do not take into account the expansion which may be necessary after five, ten or fifteen years. At first the local Government of that time were rather reluctant to agree to the proposals of the Company which they regarded as extravagant. However in the end my friend Mr. Tutwiler, the then General Manager, and I persuaded Government to accept these proposals. Possibly I am exaggerating the part which

I played in these negotiations, but looking back on the various works which I have done during my thirty years of service, I feel very pleased with what I did to help the development of the very important industrial centre of Jamshedpur.

I have quoted this experience for I feel that here at Dalmianagar we are faced with many problems similar to those which confronted me in 1915 at Jamshedpur or Sakchi as it was then called. We have here a large group of industrial concerns; we have public spirited capitalists determined to do all they can to develop the natural resources of the province and I know you will all agree with me in wishing them success in their enterprise. Bihar is, it is true, an agricultural province and many areas in Bihar are the most fertile tracts in India. Agriculture must be developed and improved, and I do not wish to minimise in any way the importance of doing all we can to develop and improve our methods of agriculture. It has been said by a rather cynical writer " that whoever could make two ears of corn or two blades of grass to grow upon a spot of ground where only one grew before, would deserve better of mankind and do more essential service to his country than the whole race of politicians put together ". There is a lot of truth in that, but it is also true that as far as Bihar is concerned it is not possible for Biharis to live by agriculture alone. The pressure on the soil is so great—(in some areas as you no doubt realise, it is nearly 1,000 to the square mile)—that the soil cannot maintain the population. We must therefore have industries as well, not merely cottage industries which will help the cultivator to supplement the scanty income which he makes from his land but also large scale industries which will give permanent employment to a large number of people. The provincial Government can and should take a leading part in the development of cottage industries; it is no easy task and in this as in other matters we must not expect too early results or too rapid progress; our progress must be that of the tortoise rather than the hare. But I feel that my Government who are closely in touch with the villages will be able to do much to develop cottage industries, and are devoting attention to this aspect of the problem. A good deal has been done in the past, possibly more than many people realise and goods manufactured by the Bihar Cottage Industries Department command a ready sale in England and indeed in other parts of the world. But the development of the small scale industries is not enough for the economic well-being of the province, we must have large scale industries and these are the industries which have been started here at Dalmianagar for the manufacture of sugar, cement and paper. Such large scale industries should not in my view be undertaken by Government; they must be started by private enterprise and private capital. Government's function should be to help private enterprise and to assist the promoters of these schemes in all possible ways and in particular they must see that everything possible is done to improve the condition of the workers in these factories. My Government have recently appointed a Committee to deal with this question and I have no doubt that this Committee under the able Chairmanship of Mr. Rajendra Prasad will put forward many helpful suggestions. I feel sure also that here at Dalmianagar the Directors of these Companies will do all they can for their workers. It is very necessary in my view not merely to pay adequate wages but also to provide the workers with facilities for improving their moral, material and intellectual well-being. You have referred in your speech to the scheme which you have in view for schools, playgrounds and hospitals. Schools and playgrounds provide for the younger members of the working population, hospitals provide for the sick. Something more is needed. You must cater for the workers themselves. You must do what you can to develop their intellect and to educate them. Much can be done in these days of wireless, gramophones and cinemas and it seems to me that

it is far easier now to impart education to adult workers than it was in the days when teaching had to be given by the written or the spoken word. I have no doubt the companies working here will pay attention to this duty which falls on them.

One final point I would like to make. We often hear the cry ' Bihar for Biharis '. As a general rule I do not much care for slogans, but I do sympathise very fully with this demand, and I include in the term " Biharis " those who have settled in this province, though their ancestors may have lived elsewhere. The young men of Bihar have not in the past had the same facilities for education, in particular technical education, as the young men in other provinces, but since the province of Bihar and Orissa was started much has been done to develop this side of educational work and we have institutions such as the Patna Science College, the Bihar College of Engineering and the Bihar Medical College which can turn out students capable of holding their own in industrial work. I hope these students will find posts in centres such as Dalmianagar; if they do, it will do something to solve the problem of middle class unemployment, and I feel sure that in this matter my Government will have the full and cordial co-operation of the Directors of these Companies.

In conclusion, I thank you Mr. Dalmia for inviting me here: it has been a long and strenuous day, but I have thoroughly enjoyed it and I hope I shall be able to visit Dalmianagar at some later date to see its progress.

H.—Speech delivered by His Excellency Sir Maurice Hallett at a public meeting called in response to the appeal of Her Excellency Lady Linlithgow for funds to fight the scourge of Tuberculosis in Bihar, held at Patna on the 28th March 1938.

LADIES AND GENTLEMEN,

I have called this meeting today so that we may discuss what action can be taken in the province in response to Her Excellency Lady Linlithgow's appeal for funds to fight that terrible scourge—Tuberculosis. Some months have elapsed since Lady Linlithgow issued her appeal and I must apologise for not having called this meeting at an earlier date. Various reasons made it impracticable to do so. In particular I was anxious to have the meeting at a time when both Houses of the Legislature were in session, so that it might be attended not merely by residents of Patna and the neighbourhood, but by gentlemen from all over Bihar. Members of the Legislature having influence in their constituencies will be able to do much to help in this campaign, and I have no doubt that they will, one and all, render what help they can.

Before I say more about the campaign which we are inaugurating today, there are three messages which I must read out to the meeting from distinguished gentlemen who have been unaviodably prevented from being present today. The first is from Dr. Rajendra Prasad, who unfortunately had a previous engagement. He writes to me as follows:—

> " Tuberculosis is spreading with great rapidity in the province not only in the towns but also in villages and I have known families being annihilated in course of a few years. The attempt to check it is urgently called for and has not come a day too soon. I hope the Fund for which an appeal has been made by Her

Excellency Lady Linlithgow and with which Your Excellency is also associated, will be successful and the good and humane work of fighting this fell disease will have a good start. I would have deemed it a privilege to support it at the public meeting, but as I have to go away I beg to be excused."

The second is from the Hon'ble Finance Minister who is also in charge of the Medical portfolio. The reasons which render it impossible for him to attend are well known to you, and I should like to take this opportunity of sympathising with him over his unfortunate accident and wishing him a speedy and sure recovery. Mr. Anugrah Narayan Sinha has sent me a cheque as his contribution to the Fund and sends the following message:—

"I very much regret my inability to be present at the meeting on the 28th, but I wish to say from my sick bed in the hospital how dear to my heart is the object of the meeting.

(2) Tuberculosis is a terrible disease and the victim feels every moment that life is ebbing away inch by inch. Such suffering is so pathetic that it cannot fail to receive a response of sympathy and willingness to help from every generous heart and I am sure the object of the meeting will receive all the help it so richly deserves.

(3) When it is considered that the ravages caused by this disease are rapidly on the increase owing to the changing conditions of life in this country, a serious effort should be made to check its growth. Happily progress in modern science has placed within our reach curative treatment which is effective in a majority of cases. It is up to us to see that this blessing is made available to as many of the victims of this disease as possible, but the main effort, no doubt, has to be directed to preventing the spread of the disease.

(4) Although I am unable to be present in person in the meeting, my heart is with you, and I wish the meeting every success."

Finally, I have a message from the Hon'ble Sir Courtney Terrell, Chief Justice of Bihar, who is also prevented by reasons of health from addressing the meeting in perosn. He has, as many of you know, considerable knowledge of subjects connected with medical relief and I greatly regret his absence. He has, however, also sent me a message which I will now read out:—

"I much regret my inability to be present at the meeting to support the Anti-Tuberculosis Fund. Tuberculosis is gradually becoming one of the worst scourges of India. It is not realised that this disease if taken in its early stages and treated in a scientific manner is curable. Indians have very small power of resistance to the tuberculosis germ and when it attacks young people a fatal result usually follows very speedily. Europeans have a very much greater power of resistance partly because most of us are already vaccinated by some mild attack which has been healed without our knowledge and partly because the quack has little or no power and treatment is always undertaken on scientific lines. Even the poorest members of the population are alive to the danger of the disease and the necessary treatment and hygiene is a matter of common knowledge. It should be known that every case of tuberculosis taken in its early stages

and properly treated and cured results in an individual with a greater power of resistance to the disease than a person who has not yet suffered from it. At present provision for satisfactory treatment is only available to persons who are comparatively well off. It will require a very large sum to provide treatment for poor persons. The systematic carrying out of the treatment has moreover a very great educational value and may lead to the abandonment of those habits and customs which directly encourage the occurrence of the disease. Of these evil customs the most conspicuous are the *purdah* and the marriage of immature girls. A very small experience of the conditions of life in Calcutta will demonstrate that this is the case.

Quite apart from the matter of direct treatment I hope that at least a portion of the Fund will be devoted to the provision of milk for school children which is one of the best methods of reducing the incidence of the disease. It is really regrettable that the Indian public obdurately resists scientific teaching and clings to its quacks. They will not maintain an active interest until they get into the habit of listening to the advice of the western trained tuberculosis experts. I would recommend to your audience that they should support this Fund each to the best of his means. No family in India is free from the risk of attack and there are plain signs that the risk is rapidly increasing. It is in the interest of everyone therefore to make a contribution however small to the Fund."

With these messages in support of the objects of this meeting, it is less necessary for me to detain you here to listen to a long speech. Many of you have perhaps got rather tired of hearing speeches during the last few weeks.

I happened, however, to be reading last night a life of the present Prime Minister of England, Mr. Neville Chamberlain, and I found in that book a quotation from a speech delivered which is so apposite to the present occasion that I cannot refrain from quoting it :—

" We must think not of the national health as an impersonal abstract thing, but of the people who compose the nation—the father and mother who carry the responsibility of bringing up a family, but to whom, unless they have health, that responsibility may become an intolerable burden.

There are also the young people who are just starting in life and to whom bad or good health means weariness and pain, or that sense of power which is in itself an active enjoyment; and the small children who are at that critical stage when neglect of some simple precaution or some mistake in diet may handicap them all the rest of their lives.

As an old local government administrator, with a very vivid recollection of how closely the work on which you are engaged brings you into touch with the daily life of the people, I am sure you realize how large a part the presence or absence of full physical health and vigour plays in their happiness. Health counts for far more than wealth. Disease or physical weakness lowers the spirits and undermines the temper. The greatest blessing we can confer upon the community is to save them from the disabilities that bear down the man or woman whose body is a constant source of suffering or discomfort."

These quotations express concisely the objects which Her Excellency had in launching the appeal and the objects with which we have met here today.

I said in an earlier part of this speech that at this meeting we were inaugurating the campaign against Tuberculosis. That statement was not correct. Bihar is sometimes, I feel, regarded by persons who do not know it well as a backward province; we may not have the wealth or the revenue which other provinces enjoy, but we have, I think, always made the most of all small resources. I have a good deal of personal knowledge of the medical and public health work that has been done in this province, in particular since Ministers were first appointed in 1919, and I feel that historians of the future will recognise that during that period there was not only considerable expansion of medical relief by a large increase in the number of hospitals and by starting such institutions as the Patna Medical College and the Darbhanga Medical School, but also much progress in the measures taken to combat serious epidemics, in particular plague and cholera. That very much more remains to be done and that we have only touched the fringe of the problem, I would be the first to admit. So too in regard to the problem of the Tuberculosis. We have at Itki in Ranchi district a very efficient Sanatorium at which excellent work is being done for the relief of sufferers from that disease. Many of you no doubt have visited that Sanatorium; those who have not, will I hope take an early opportunity of doing so. I feel sure that if you do, you will feel, as I did after my first visit, great admiration for the work which the Superintendent of the Sanatorium, Dr. Muthu, and his staff are doing. But the Itki Sanatorium again only touches the fringe of the problem; though Government and the District Boards have done what they could in providing funds, yet the total number of beds is still not large and the number of patients who can be treated there is only a very small percentage of the total number of sufferers from this disease.

It was in recognition of this fact that when it was decided to raise funds to commemorate the late Majesty King George the Fifth, it was decided to devote the bulk of the funds to establishing tuberculosis clinics in every district of the province. Thanks to the generosity of the leading gentlemen of the province, we have about two and a quarter lakhs in hand; the fund is being administered by a Committee under the Chairmanship of the Hon'ble Mr. Anugrah Narayan Sinha, and already steps have been taken to start clinics in most districts. I have no time to explain in greater detail what has been done, but at least we have made a start, and have taken up what I may call the preventive side of the work and what is extremely important the treatment of cases in their early stages. My friend Colonel Stott, the Inspector-General of Civil Hospitals, has recently written a very interesting note on Anti-Tuberculosis activities in Bihar, to which I trust full publicity will be given by the Press and which we will be ready to supply to any one who wishes to know more about this subject.

Colonel Stott will also put before the meeting later his suggestions as to the lines on which the Anti-Tuberculosis Association should work in future and I think we shall probably all agree that his suggestions are sound. Our main object today is to consider the difficult question of how to get funds for this work. I recognise that all of you have many claims on your purses—some compulsory, some voluntary and that possibly these claims may increase in the near future. But I would appeal to all to spare what they can and if we cannot get large donations, we may achieve our object by getting small sums from a large number of persons. I have already asked District Officers to try and form local Committees in order to consider the

question of how to collect funds in the districts and some such Committees have been formed. But I suggest that we should today also appoint a Central Committee which can make suggestions to local Committees as to what can best be done. I am however very ready to follow whatever course this meeting thinks best.

But I would make a further appeal even if money is not available to the extent necessary, we can do much to improve conditions by propaganda and publicity work. We have organisations such as the St. John Ambulance Association which can help in this work; we have at Headquarters the Bihar Council of Women which has branches in various places. Organisations such as these can do much to spread necessary information as to how tuberculosis and indeed other diseases can be prevented. After all all diseases are due largely to ignorance and we can all do our part in dispelling the clouds of ignorance which are at present a primary cause of the heavy death rate in Bihar. The Medical Profession will, I know, render all possible help; teachers in schools and colleges can do much by giving simple instructions to their pupils. If Government start a rural uplift orgnisation, that should be able to help much in the work.

But we cannot do without funds and, in conclusion, I would repeat to you the closing passage of Her Excellency Lady Linlithgow's appeal :—

> "The people of India are well known for their charity and their benevolence to suffering humanity. I feel confident therefore that my appeal will be received with the sympathy it surely deserves. It is a most earnest and sincere appeal. I myself will spare no effort to prosecute it and at all times to aid in the fight against Tuberculosis to the best of my power. But success demands the practical co-operation of the people of India themselves; and I hope with all my heart that I will have this in full measure. I hope that everyone in India, rich and poor, will contribute according to their means—much or little—to this great cause, grasping a noble opportunity of united effort to oppose a great evil in India and to promote the highest welfare of her people."

APPENDIX IV.

Sources of information available to public.

CHAPTER I.—POLITICAL AND GENERAL EVENTS.

Report on the General Elections in Bihar, January 1937.

Supplement to the Report on the General Elections in Bihar, January, 1937.

CHAPTER II.—FINANCE.

Financial statements for Bihar in 1937-38 and the Budget Estimate for 1938-39 and 1939-40.

CHAPTER III.—THE LEGISLATURE.

Proceedings of the Bihar Legislative Council (Volumes I, II, III) and Bihar Legislative Assembly (Volumes I, II, III, Parts I and II).

CHAPTER IV.—LOCAL SELF-GOVERNMENT.

Resolutions reviewing the reports on the working of the district boards and municipalities in Bihar during 1937-38.

Resolutions on the working of union boards and panchayats in Bihar during the year 1937-38.

CHAPTER V.—EDUCATION.

Report on the progress of Education in Bihar for 1937-38.

Bihar Council of Women—Report for the year 1938.

CHAPTER VI.—PUBLIC HEALTH AND MEDICAL RELIEF.

Annual Public Health Report of the Province of Bihar for the year 1936 and the Annual Vaccination Report for the year 1937-38.

Annual Report of the Prince of Wales Medical College, Patna, for the year 1937-38.

Annual Report of the Darbhanga Medical School for the year 1937-38.

Annual Report of the European Mental Hospital at Ranchi for the year 1937.

Annual Report on the working of the Ranchi Indian Mental Hospital, Kanke, in Bihar, for the year 1937.

Annual Report on the working of the Radium Institute, Patna, for the year 1937.

Annual Report of the Pasteur Institute, Patna, for the year 1937.

Annual Report on the working of the Itki Sanatorium in Ranchi, in Bihar for the year 1937.

Annual Returns of the Hospitals and Dispensaries in Bihar for the year 1937.

CHAPTER VII.—MAINTENANCE OF THE PEACE, ADMINISTRATION OF JUSTICE AND JAILS.

Annual Report on the Administration of the Police Department for 1937.

Report on the Administration of Criminal Justice for 1937.

Report on the Administration of Civil Justice for 1937.

Administration Report on Jails in Bihar for 1937.

CHAPTER VIII.—EXCISE.

Report on the Administration of the Excise Department in the Province of Bihar for the year 1937-38.

CHAPTER IX.—THE LAND AND THE PEOPLE.

Report on the Land Revenue Administration of the Province of Bihar for the year 1937-38.

Report of Wards, Encumbered, Trust and Attached Estates for 1937-38.

Annual Report on the Survey and Major Settlement operations in Bihar for the year 1937.

Annual Progress Report on Forest Administration in the Province of Bihar for the year 1937-38.

CHAPTER X.—AGRICULTURE AND CO-OPERATION.

Annual Report of the Agricultural Department for 1937-38.

Annual Report of the Civil Veterinary Department for 1937-38.

Report on the working of the Co-operative Societies in Bihar for 1937.

Season and Crop Report for 1937-38.

CHAPTER XI.—COMMERCE AND INDUSTRY.

Report of the Chief Inspector of Mines for India for 1937.

Annual Report on the working of the Factories Act, 1934, in the Province of Bihar, 1937.

Annual Report on the working of the Indian Boilers Act V of 1923 in Bihar and Orissa for the year 1937-38.

Annual Report on the working of the Indian Partnership Act, 1932, in the Province of Bihar, for 1937.

Annual Report on the working of the Indian Trade Unions Act, 1926, in the Province of Bihar, for the year 1937-38.

Annual Report of the Director of Industries for 1937-38.

GLOSSARY.

VERNACULAR.		ENGLISH.
Ayurvedic	...	Medical science of the Hindus.
Bakrid	...	A Muslim festival.
Bandh	...	Embankment.
Bhadai	...	Autumn crop.
Bhang	...	An intoxicating drug made from the leaves of the hemp plant.
Bighà	...	A varying unit of land measurement, generally about one-third acre.
Choukidar	...	Village watchman.
Dasahra	...	A Hindu festival.
Ganja	...	The hemp plant which is smoked for intoxication.
Ghee	...	Clarified butter.
Gur	...	Raw sugar.
Harijan	...	Literally, creature of God. A term invented by Mr. Gandhi to designate members of the "depressed" Hindu castes.
Hakim	...	A Muslim village doctor.
Kamdar	...	Expert cultivator.
Kala-azar	...	Black fever.
Madrasa	...	School for education in Urdue, Persian and Arabic.
Maktab	...	Elementary village school for education in Urdu.
Pachwai	...	Beer made from grain, usually rice.
Panchayat	...	A committee, a body of arbitrators, originally five in number.
Pathshala	...	Elementary village school where Sanskrit is also taught.
Rabi	...	The spring harvest.
Takavi	...	Agricultural.
Tari	...	Fermented juice of the palm tree (toddy).
Vaidya	...	A doctor.

MEASUREMENTS.

80 tolas	=16 chittaks=1 seer (about 2 lbs. avoirdupois).
40 seers	=1 maund.
1 lakh	=1,00,000.
1 crore	=100 lakhs.

Bihar GP (Rev.) 85—667—18-11-1941—JS. & others.

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NOTICE.

THE task of preparing this book was entrusted to Mr. S. M. Wasi, Director of Publicity, and it is now published under authority and with the general approval of the Provincial Government, but it must not be assumed that the approval extends to every particular expression of opinion.

PREFATORY NOTE.

THIS volume deals with the financial year 1938-39, namely from the 1st April 1938 to the 31st March 1939. Besides reviewing the second year of the working of Provincial Autonomy and the activities of the various Departments, it surveys some of the more important subsequent administrative and legislative measures of Government.

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CHAPTER I.

Political And General Events.

Another Year Of Provincial Autonomy.

The year saw the completion of another eventful year of Provincial Autonomy. The Congress Ministry had settled down to carry out their constructive programme.

Some of the important committees appointed by Government for investigating into and reporting upon different problems had finished their labours and submitted their reports. The recommendations of the Santal Parganas Enquiry Committee were being implemented and, as a first instalment, Government sanctioned the introduction of regular police in Dumka and Jamtara with one police-station at each of the places for the present. The recommendations of the Corruption Enquiry Committee, presided over by Mr. Syed Abdul Aziz, were under examination in the various departments with a view to give effect to them wherever possible. Certain general recommendations of the Committee were accepted in advance and Government announced their decision to give effect to them immediately. The committee appointed to prepare a practical scheme for the separation of executive and judicial functions submitted an *ad interim* report.

The committee appointed under the chairmanship of Dr. Rajendra Prasad to investigate the conditions of labour made good progress with its work. It recorded much useful evidence at Jamalpur, Monghyr, Dehri and Japla.

It was decided to reinstate, as far as it was practicable to do so, persons who resigned or were dismissed or discharged from Government service for political reasons during the various Civil Disobedience Movements. The reinstatement was to be made subject to certain conditions laid down by Government.

Government ordered that such parts of police uniforms as caps, shirts and *pugris* should be made of *khadi* and sanctioned Rs. 50,000 an extra cost for the purpose.

Orders were also issued recognising those examinations of the National Universities which correspond to the Matriculation examination of the Patna University for the purpose of franchise,

It was also decided to recognise the diplomas, certificates and the degrees of the National Universities, granted up to the 1st January 1939, for the purpose of Government service.

Congress Politics.

The congress presidential election early in the year, which resulted in the return of Mr. Subhas Chandra Bose for the second time in succession, gave rise to prolonged controversy between Mr. Bose and the Right Wing Leaders.

Immediately after this election Mr. Bose attended the Political Conference at Chauram in the Gaya district, sponsored mostly by the Left Wingers.

There was a trial of strength between the Right Wing and Kisan Sabhites and Leftists over the congress elections in the districts. The latter failed in their effort to oust the orthodox congress party except in Gaya, where the District Congress Committee passed into the hands of the Socialists and the Kisan Sabhites.

' Independence Day ' produced a crop of incidents arising out of flag-hoisting ceremonies. Most of these incidents took place between students at schools or colleges. The only place where serious trouble occurred was Gaya, where a quarrel over the hoisting of flags between Hindu and Muslim students of the City High English School developed into a free fight and later the contagion spread throughout the town leading to stray clashes and assaults, 51 persons receiving injuries.

In order that there should be no more unseemly quarrels between students in educational institutions over the hoisting of flags and singing of Bande Matram, the Ministry announced the general lines of their policy in the matter. It laid down that the singing of Bande Matram should be optional and be limited to the first two verses which were regarded as non-controversial and that flags should only be flown on schools where there was complete unanimity.

Kisan And Other Political Movements.

Government's efforts through legislation to improve the economic condition of the peasantry both in respect of level of rents and tenure of bakasht lands were handicapped to a certain extent by the activities of the Kisan Sabha, particularly in Gaya and some other districts. The storm centres were Reora in Gaya, the Barahya Tal in Monghyr and Patna and Amwari in Saran. The Reora trouble led to a new form of lawlessness when,

following the arrest of Pandit Jadunandan Sharma, large numbers of Kisan demonstrators boarded trains for Gaya without tickets.

The unrest among the agricultural population in many parts of Bihar which had been developing for some years and had culminated in an extensive agitation organised mainly by the Kisan Sabha springs from a number of causes. The economic depression of the last ten years, coupled with the high pitch of rents in certain parts of the province which had resulted in the selling up of many holdings for arrears of rent, the consequent accumulation of large areas of land in the hands of zemindars, the large increase in the number of landless labourers, neglect in some cases, by the landlords of irrigation works, petty oppressions by zemindari amla, the growth of political consciousness and other factors had all contributed to the spread of a feeling of discontent. This discontent centred mainly round the land generally known as bakasht malik, i.e., land once raiyati but now in possession of the landlord.

The Congress Ministry and their predecessors in office had devoted anxious consideration to this problem. Government had examined the law and enacted fresh legislation in an endeavour to secure to the cultivators redress for their grievances. Legislation had been passed for the reduction of rents and this was rapidly being carried into execution all over the province. They had passed a Money-lenders' Act aimed at improving materially the position of agricultural debtors. They had passed an Act to secure the restoration of raiyati holdings which were sold up for rent during the period of depression between 1929 and 1937 and they hoped that this Act, which was now being put into operation, would result in restoration to the raiyats of many of their holdings. But in passing that Act they have had to take into consideration also the legitimate rights of the landlords and they had, therefore, found it necessary both to provide that part of the arrears of rent on such holdings should be paid up as a condition of re-settlement and also that holdings which had since been re-settled with other tenants must be excluded from the scope of the Act. It is recognised that the cultivator often finds it difficult to prove his claim even where it is just, because the conditions under which bakasht land is let out by the landlord make it impossible for him to produce documents and in the absence of reliable oral evidence on either side, the courts have, in the past, been compelled to decide cases mainly on documentary evidence. But Government had, for some time past, encouraged their officers to endeavour to settle these disputes by means other than a regular suit or

proceeding under section 145 of the Criminal Procedure Code. They had encouraged them to resort more freely to local enquiries, to arbitration and conciliation and they believed that with good-will on both sides, it was possible to settle in a reasonable manner nearly all genuine bakasht disputes.

The Provincial Kisan Conference was held at Waini (Darbhanga). The lengthy agenda included 29 resolutions, the most important being one urging the launching of Satyagraha as a weapon for attaining their ends.

A summer school of politics was held at Sonepur in May and June 1938 which attracted many Left-wing leaders of All-India repute. The organisers claimed that it was a great success and the Kisan Sabha leaders held similar winter schools of politics at Deo in Gaya district and Bhutahi in Muzaffarpur. The Congress Socialist leaders took a prominent part in the affairs of the Students' Federation which formed branches in many districts. It was opposed for a time at Patna by a rival students' organisation, formed by the followers of Mr. M. N. Roy.

The Adibasi Sabha Movement became active in Ranchi district from the middle of 1938, and in January 1939 Mr. Jaipal Singh presided over two important conferences where resolutions were passed demanding the separation of Chota Nagpur from Bihar. Later he concentrated on organising work at Ranchi and Jamshedpur. The separation move was opposed by Sanatan Adibasis, while the main body of Christian aborigines had also been concentrating more upon a redress of their grievances than upon separation of Chota Nagpur. The practical impossibility of separation was demonstrated by the Prime Minister in the course of a debate on this question in the Bihar Legislative Council (Upper House). The Ministry by their stay in Ranchi and extensive tour of Chota Nagpur came in contact with the aborigines and made efforts to remove their grievances and undertook special measures for their benefit and welfare.

The Provincial Hindu Mahasabha Conference was held at Monghyr. Mr. Savarkar and Dr. Moonje were among the prominent persons who attended. The speeches made at the Conference were at times of a pronouncedly communal tone.

Muslim Organisations.

The failure of the negotiations for a rapprochement between the Congress and the Muslim League embittered the already strained relationship between Hindus and Muslims. The result was that the League

continued to emphasize its communal appeal and to draw more adherents. Its activities tended to become more and more communal and district board and municipal elections were assiduously boycotted. While the spokesman of the League contended that the Congress Government were unjust to them, a section of Hindus protested that they were being sacrificed in an attempt to placate the Muslims.

The All-India session of the League took place in Patna under the presidentship of Mr. M. A. Jinnah during the Christmas holidays. In spite of prior admonitions from the leaders to refrain from irresponsible oratory, there were many bellicose speeches. There was a very uncompromising debate on the subject of Federation, but the rejection of Federation was ultimately watered down in the Working Committee, where Mr. Jinnah was given authority to mould the League policy as circumstances demanded and to explore the possibility of a suitable alternative to the present Federation scheme which would completely safeguard the interests of the Mussalmans and other minorities of India. There was a similar retreat from an uncompromising position in the case of the resolution on civil disobedience where the delegates from the United Provinces and Bihar pressed strongly for a definite decision in favour of civil disobedience. The debate led to many accusations against the Congress Governments, the chief objects of attack being the Vidya Mandir Scheme, the Muslim Mass Contact Movement of the Congress, Bande Matram, the Congress national flag and Hindi as a *lingua franca*. Charges of oppression and victimization were freely made.

The League Session was followed by a conference of the Muslim Students' Federation at which Maulana Zafar Ali Khan made a somewhat heated speech.

More than one investigating committee toured the country on behalf of the League and collected data and published them as so many charge sheets against the Congress Governments. To these the Bihar Congress Government, as other Congress Governments concerned, issued lengthy replies to substantiate their claim that they were more than just and generous to the minority community.

There was a split in the Muslim ranks as the Momins, who are strong in some parts of the province, showed a tendency to separate from the League. They held numerous meetings at which they dissociated themselves from the League and extended support to the Congress.

' Palestine Day ' was celebrated by numerous Muslim League meetings and processions and all branches of the League sent telegrams to the British Prime Minister demanding the stoppage of Jewish immigration to Palestine and the establishment of an Arab National Government there. The Provincial Government also forwarded to the Government of India a representation from leading Muslims of the province and of the Legislature asking for sympathetic consideration of the Arab claims.

Mr. Fazlul Haq, Premier of Bengal, presided at the All-India Muslim Educational Conference held at Patna.

Communal Relations.

The communal situation deteriorated considerably during the year and was a source of considerable anxiety to those responsible for the maintenance of law and order. The growing sense of intolerance on the part of both parties and their readiness to take offence at the slightest provocation were some of the disturbing features. A number of communal riots disfigured the face of the province.

Except for the clashes at Ranchi and Jamshedpur the Ramnavami festival, which caused grave apprehension of breach of peace in the previous years, passed off quietly. The Ranchi affair was a minor one and was quickly stopped by the police, about a dozen persons receiving injuries from stones and brickbats. The disturbance at Jamshedpur might have been very serious but for the courageous handling of the situation by the Deputy Commissioner and the police. Later there was a progressive deterioration in the communal situation culminating in a serious outbreak of rioting in Bhagalpur. The disturbance arose out of a Rath Jatra procession. Sporadic assaults occurred all over the town and the total casualties were 5 killed and 56 wounded. A feeling of apprehension of communal conflict existed throughout the province but at the same time good sense seemed to have dawned in several parts after the sad spectacle of the Bhagalpur riot. In the town of Muzaffarpur, where communal tension prevailed, Hindus and Muslims assembled together in a public meeting and decided to maintain peace and concord, while at Siwan, a notorious centre of communal trouble, the two communities spontaneously formed a conciliation committee. There was some recrudescence of communal trouble in the Bhagalpur Division and there were disturbances at four places arising from the question of music before mosques. Bakrid passed off, on the whole, peacefully although there were many anxious moments and the resources of the Magistrates and the police were strained in

several districts. More or less serious occurrences took place in Darbhanga, Gaya and Bhagalpur. At village Bara (Darbhanga) a large Hindu crowd surrounded the village determined to prevent sacrifice. The Magistrate with a small force of armed police was finally compelled to open fire. The casualties were two dead and five injured. It was reassuring that the Muharram festival passed off without any serious disturbance. The Holi festival, which immediately followed Muharram, was, however, marked by two communal riots, one at Dhanwar (Hazaribagh) and another at Nayagaon (Muzaffarpur). The first was caused by a small boy throwing red powder on a Muslim and in the resulting fight 57 persons were injured on both sides, one of the injured having died later, and five of the police party also received injuries. The other resulted in the burning of 57 houses and one person being killed and another seriously injured. Government sanctioned a grant to help towards the repair of the damaged houses. There were a few other riots and disturbances.

Later in the year Government took energetic steps to deal with the growing communal unrest.

Bengali-Bihari Controversy.

A heated controversy arose over what is known as the Bengali-Bihari controversy. The controversy was set at rest during the year by the decision reached by the All-India Congress Working Committee on the question on the basis of Dr. Rajendra Prasad's report.

Railway Accidents.

Two serious railway accidents took place during the year. The Punjab Mail was derailed near Madhupur on the main line (East Indian Railway). One railway servant and one postal employee were killed and 41 passengers were injured, fortunately most of them slightly. The derailment was due to sabotage. Another disaster occurred near Chichaki Railway Station, about mile 210 on the Grand Chord Line of the East Indian Railway when the 9-Up Dehra Dun Express was derailed. Four coaches were completely burnt and the casualty list included 23 dead and 49 injured. A special resolution was moved in the Provincial Legislative Assembly urging the Local Government to move the Government of India to appoint an impartial tribunal to enquire into the causes of the disaster. Government accepted the resolution and expressed sympathy with the relatives of the dead, among whom was a member of the Provincial Legislative Council (Upper House), Mr. Nageshwar Prasad Singh. It was subsequently established

that the disaster was due to the deliberate removal of a rail. This was the fourth derailment which had taken place in this province in two years. In view of these accidents, a system of special patrols was instituted on the East Indian Railway main line and Grand Chord line in co-operation between the police and the Railway Administration. A scheme for more extensive patrolling was under examination.

Munich Agreement.

During the second quarter of the year Europe hovered on the brink of war. As a result of the Conference between Mr. Chamberlain and Hitler at Godesberg and the Four-Power Conference between Mr. Chamberlain, Signor Mussolini, M. Daladier and Hitler at Munich a settlement of the dispute between Germany and Czecho-Slovakia over the Sudeten question was reached, and an Agreement was signed between Mr. Chamberlain and Hitler affirming their determination to remove possible sources of differences and thus contribute to assure the peace of Europe. There was a wave of relief that the disaster of war had been averted. But shortly after Hitler suddenly annexed Czecho-Slovakia in downright repudiation of the pledges he had made both verbally and in writing to the British Prime Minister at Munich. The world was shocked at this wanton destruction of a free country and many then saw only too clearly that war was not averted but postponed.

Labour.

The year continued to be characterised by general labour unrest. There were altogether 16 strikes, including one lock-out, against 11 in the previous year. Dalbhum and Dhanbad subdivisions, the two main industrial areas in the province, suffered more from an unbroken series of strikes many of which were marred by violence despite the presence of the police force. In several instances the police themselves were attacked or received injuries while trying to maintain order. Many of the disputes arose from minor issues. Some of the leftists took a prominent part in organising these strikes. Strikes occurred at the Rohtas Industries, Limited, at Dalmianagar, the Gaya Cotton Mills, Japla Cement Works, the Eagle Rolling Mills, Engineering Works and Fire Clay and Sillica Works at Kumardhubi, Dhanbad, the Bengal Iron and Steel Company's Works at Manoharpur, Singhbhum, the Indian Copper Corporation, Limited, Mosaboni, Singhbhum, the Indian Cable Company, Golmuri, Jamshedpur, the Indian Hume Pipe Company at Jamshedpur, the Jealgora and Bararee Collieries at Dhanbad, belonging to the East India Coal Company, the Basudeopur Factory of the Tobacco Manufacturers (India), Limited, Monghyr,

the Tatanagar Foundry Company, Limited, Jamshedpur, the Malkera and Chhatiadih Collieries of Messrs. Tata and Company, the Swadeshi Sugar Mills at Narkatiaganj, Champaran, Budroochak, Kastras (Chhatabad) and Mudidih Collieries at Dhanbad, belonging to Messrs. Bird and Company, the Harinagar Sugar Mills, Champaran, the Chanch Colliery of the Bengal Coal Company at Dhanbad, the Limestone Quarries, Chunhatta, Baulia, Shahabad, and lock-out at the Tinplate Company of India, Limited, Jamshedpur. The most of these disputes were settled amicably between parties themselves or through conciliation boards.

The Press.

The Press in the province continued to enjoy, during the year, the same measure of freedom as that of last year. There was no restraint on truthful and independent comments or views frankly held and expressed, but this freedom was, at times, abused by a section of the Press. The majority of the newspapers, however, displayed sobriety and toleration of opposing views in their editorial outlook.

Amongst the English newspapers the *Searchlight* and the *Indian Nation* continued to be the only dailies of the province. The former continued its policy of whole-hearted support of the Congress Government, while in communal matters it gave no quarter either to the Muslim League or the Hindu Mahasabha. The latter (*Indian Nation*) continued to be definitely pro-landlord and though not completely in agreement with the Congress policy and programme, it was never openly hostile to this body. This does not, however, mean that it did not criticise the Congress Government of the day but its criticism was generally couched in a temperate tone. Prominent among the English weeklies were the *Behar Herald* (Patna) and the *Sentinel* (Ranchi) and none of them was wedded to any political party. The former continued to stand and speak for the domiciled Bengali community in the province and was frequently critical of the Congress and its High Command. Two news additions to the list of English weeklies during the year were the *Hindu Times* and the *Muslim Chronicle*, Patna, the former voicing the Hindu Mahasabha view and the latter that of the Muslim League. Both were short-lived and closed down during the year.

Of the Hindi newspapers, the *Navashakti* and the *Janata* were the most important. Among others which may be mentioned are the *Chingari*, the *Yogi*, the *Desh*, the *Prabhakar* and the *Trilochan*. The *Navashakti* (published weekly) is the Hindi counterpart of the *Searchlight* and represented the Right Wing of the Congress,

while the *Janata* (published weekly) represented the Leftists and the Kisans. The *Yogi* did not represent any political party but it definitely allied itself with the Congress.

So far as the Urdu papers are concerned, there is nothing new to report. The *Ittehad* (bi-weekly) continued to be anti-Congress, pro-Muslim League and pro-British, while the *Al-Helal* (weekly) showed itself to be anti-Muslim League and has had a Congress leaning and tried to eschew communal issues, confining itself mainly to constitutional topics.

There were only two prosecutions under the Press Act, one of which was subsequently withdrawn and the other ended in a fine of Rs. 35 for the accused. The joint editors and publishers of the *Adibasi* were prosecuted under section 153-A, Indian Penal Code, for publishing certain objectionable articles and convicted.

Floods.

The entire Tirhut Division was affected by floods, severer than in the previous year. In Saran, the *bhadoi* and paddy crops were completely destroyed in the flood-affected areas. In Muzaffarpur and Champaran also, some damage was caused to crops, while in Darbhanga crops were washed away, particularly in low-lying tracts. In North Bhagalpur, railway communication between Mansi and Koparia was closed and the Kosi floods were more destructive than in the previous years. In Purnea, the floods caused much distress in July and August. Relief in the shape of taccavi loans and free gifts was given in Saran, Muzaffarpur and Darbhanga to enable persons in the flooded areas to purchase seeds and to reconstruct their houses. In North Bhagalpur, where high floods and heavy rainfall caused much damage, gratuitous relief in the shape of house-building grants and free seeds was given. Timely help in the form of gratuitous relief and advances under the Agriculturists' Loans Act did much to relieve the distress caused by floods in Purnea. Owing to the Ganges flood many villagers in the Diara area in Rajmahal were rendered homeless. They were given gratuitous relief. A total of Rs. 2,28,118 was allotted for flood relief and Rs. 8,51,934 was actually distributed as taccavi loans.

Economic Situation.

There was no appreciable improvement in the material condition of the people. Weather conditions were favourable in the beginning of the season, but the failure of *hathia* rains adversely affected the winter rice crop. Rains and pests damaged *rabi* crops both in the fields and in the threshing floors. In Tirhut, less sugarcane was grown, so that there was a keen competition for the cane and the higher

minimum prices fixed benefited growers. Chilli and tobacco, which fetch ready money, suffered damage from moisture and frost. In Purnea, the winter rice crop was a bumper one but jute, which is the chief money crop of the district, failed. Sugarcane also suffered from floods and there was less demand for it owing to inability of the sugar mill in the area concerned to consume all the cane produced. In Chota Nagpur, the prices of shellac touched the lowest level hitherto recorded causing considerable distress amongst growers and labourers. The outturn of the paddy crop was very low in parts of Singhbhum. The stock of grains in possession of tenants, left over from previous years, was, however, sufficient. The gradual deterioration of irrigation facilities on the one hand and non-payment of rent on the other formed a vicious circle, as the landlords were without money and unable to do anything unless rents were paid.

The total number of emigrants from Ranchi to the labour districts of Assam was 13,425 including 3,995 dependants against 10,502 labourers including 4,517 dependants, the increase being due to the fluctuations of the labour market. The figures for Palamau decreased to 733 adults and 318 dependants against 1,170 adults and 490 dependants in the previous year. 452 coolies against 444 in the previous year were recruited from the Santal Parganas for the tea districts and 26 coolies were sent to the Lushai Hills. Labourers in that district had sufficient work in stone quarries, *sabai baries*, lac factories, mills and collieries and on the construction and repairs of roads. There was a small increase in the rate of wages in the mica mines. In Ranchi and Palamau, the rural uplift operations afforded employment to many field labourers besides improving the water-supply and communications in villages. In Manbhum, the wages of miners were increased in most collieries. In Singhbhum, the industrial and mining centres, as usual, gave employment to a large number of people. There was improvement in the housing conditions of labourers and arrangements for sanitation and water-supply were effected in some of the mining areas though in the majority of mines and factories there was no arrangement for medical relief.

Administration.

His Excellency Sir Thomas Alexander Stewart, K.C.S.I., K.C.I.E., I.C.S., was appointed to act as Governor of Bihar on the 16th May 1938 in place of His Excellency Sir Maurice Garnier Hallett, K.C.S.I., C.I.E., I.C.S., during his absence as Acting Governor of the United Provinces of Agra and Oudh. On the 16th September 1938, His Excellency Sir Maurice Garnier Hallett resumed charge of his

office of Governor after relinquishing his acting appointment as Governor of the United Provinces of Agra and Oudh.

The Hon'ble Sir Courtney Terrell, Chief Justice of the Patna High Court, was granted leave from the 9th April to the 5th May 1938 and the Hon'ble Mr. Justice A. W. E. Wort, was appointed to act as Chief Justice during this period. The Hon'ble Sir Courtney Terrell died on the 7th May 1938 while on leave in England. The Hon'ble Mr. Justice Fazl Ali, Bar.-at-Law, was appointed to perform the duties of the Chief Justice from the 14th May to the 17th July 1938, while the Hon'ble Mr. Justice A. W. E. Wort, Bar.-at-Law, was appointed to act as Chief Justice from the 18th July 1938. The Hon'ble Sir A. T. Harries was appointed as the permanent Chief Justice of the High Court and assumed charge of his office on the 10th October 1938.

CHAPTER II.

Finance.

General.

The budgetary position of the province during the year revealed the happy circumstance that while financial solvency had been fully maintained, the foundations for an ameliorative programme had also been securely laid. The Ministry were able to provide for increased expenditure for beneficial purposes, solely devoted to uplifting the masses' condition, despite the inelasticity of the resources of the province. Provisions for new schemes and for schemes continuing from year to year on the availability of funds during the year amounted to Rs. 37½ lakhs in aggregate, of which Rs. 6¼ lakhs was intended for recurring expenditure and Rs. 31¼ lakhs for non-recurring expenditure. The ultimate cost of these schemes was Rs. 7¾ lakhs recurring and Rs. 38½ lakhs non-recurring. The bulk of the available funds for new schemes, namely Rs. 5¾ lakhs recurring and Rs. 13¾ lakhs non-recurring, fell to the share of nation-building departments like Education, Medical, Public Health, Agriculture, Co-operative and Industries. The additional ultimate recurring commitments which the Ministry had undertaken under these nation-building heads since they took office amounted to Rs. 12½ lakhs.

Taking the revenue position as a whole for the year, there was an increase of Rs. 23,77,000 under revenue and Rs. 43,11,000 under expenditure on revenue account as compared with the figures for 1938-39. Notwithstanding the large increase in expenditure, the year under review closed with a revenue surplus of Rs. 11,81,000. The closing balance of the year was Rs. 1,50,80,000, of which Rs. 75,15,000 was in cash and Rs. 75,65,000 in investments against the total balance of Rs. 1,40,68,000 in the previous year. There was thus an increase of Rs. 10,12,000 in the closing balance which was mainly due to an improvement in the revenue position.

Along with the quest for economy and retrenchment wherever possible, the Ministry tried to explore new sources of revenue to finance their elaborate ameliorative programme. Among the new taxation measures introduced by the Ministry during the previous year the principal one was the Agricultural Income-tax, the annual yield from which was estimated at Rs. 30 to 32 lakhs. This tax-source was so exploited as to leave petty landlords and small

farmers untouched. Bihar was first to venture into this field of taxation, the proceeds from which were to be devoted entirely to the improvement of the condition of the rural masses.

The Ministry proposed to launch upon a progressive and expansionist programme of public expenditure. In this connection the Finance Minister rightly emphasised that it was of the utmost importance that the Province should maintain a sound financial position, so that its credit in the market might enable it to borrow at a reasonable rate for large productive schemes. One of such schemes in view was the electrification project.

Budget For 1939-40.

The third surplus budget under provincial autonomy was presented to the Legislative Assembly on February 20, 1939, by the Hon'ble Mr. Anugrah Narayan Sinha, Finance Minister. In introducing the budget the Hon'ble Minister dealt first with some aspects of the constructive achievements of the Ministry since they took office. In the first instance, he referred to the various measures taken by the Ministry for improving the tenancy laws in the province and to the steps taken for reducing the incidence of rent from the high levels to which it had risen. The efforts of Government in this direction had given effect to the resolutions adopted in this behalf by the Indian National Congress, but they have had of course an influence on the budgetary position of the province not only by reducing the income received from rents in Government Estates, but also by the reduction that must inevitably occur in the estimated yield of Agricultural Income-tax, as the yield of this tax might as a result of rent reduction, be reduced from 40 to 30—32 lakhs of rupees. Rent reduction must also affect the realisations of road-cess, thereby reducing the income of district boards which might make them turn more to Government for financial assistance.

He next dealt with schemes of development and referred to the various measures taken for the improvement of agriculture, development of sugarcane, the rehabilitation of lac industry, and the scheme for rural development. He also referred to the decision of Government to rehabilitate the co-operative movement and such central banks as were capable of recovery and to give such financial assistance as might be necessary for this purpose.

He next dealt with the irrigation problems and indicated the difficulties that surrounded the settlement of the flood problem in Saran. Schemes for dealing with this problem were, however, under consideration and it was expected that a supplementary

demand would be put forward to give effect to them. The Private and Minor Irrigation Works Bills were mentioned as indicating the Government's intention of proceeding with all schemes calculated to increase the productivity of the soil and to add to the income of the province and the provision of considerable sums of money in each district of Chota Nagpur for small irrigation projects.

He next briefly mentioned the Bihar Electrification Project which the Technical Committee appointed by Government had referred to as a project " which it is incumbent on Government to carry out ". Steps were taken to appoint necessary technical staff for the preparation of this project and when matters developed it would be necessary to borrow a sum of Rs. 2½ crores for the project itself and an additional Rs. ¾ crore for tube-wells, as it formed an integral part of the proposal that steps should be taken to increase the opportunity for lift irrigation by the installation of electrically driven pumps on tube-wells. The project has had a two-fold purpose, namely, the industrial development of the province and the improvement of the yield of the land and the economic condition of the peasantry.

Passing on to the actual budget figures the Hon'ble Minister dealt first with the revised estimates of the year 1938-39, which worked out somewhat more favourably than a year ago. Revenue was estimated at Rs. 21 lakhs higher, the increase being due to the imposition of the cess on the entry of sugarcane into local areas (Rs. 12 lakhs), a less steep drop in Excise revenue than was anticipated (Rs. 14 lakhs) and a slightly larger yield from the Stamp Amending Act passed in the preceding year (Rs. 2 lakhs). Against these increases, however, there was a drop of Rs. 5 lakhs under Agricultural Income-tax, as the passing of the Act and framing of the rules took longer than was anticipated and notices of demand were just being issued, while the land revenue estimates were also down by Rs. 4 lakhs as a result of the floods and some remission of arrears in Government Estates. Receipts from loans were also down by Rs. 2½ lakhs, mainly owing to the postponement of the recovery of instalments due on the loan granted to the Provincial Co-operative Bank. The net increase in receipts credited to ordinary balance over the original estimate was, therefore, Rs. 18½ lakhs.

Against this increase expenditure debited to ordinary balance was Rs. 6¼ lakhs more than the original estimate, which included Rs. 8 lakhs of reserve for schemes which were not ready when the budget was framed. These schemes had been introduced in the

course of the year and included preliminary provision for the Mass Literacy Movement, increased expenditure on anti-malarial measures and rural development and organisation of cane-growers' co-operative societies. Additional expenditure was also incurred on rent reduction operations, various enquiry committees and relief given in respect of distress caused by floods. Floods also necessitated additional expenditure on *takavi* loans.

As a result of these alterations in Revenue and Expenditure in the Revised, ordinary balance would increase during 1938-39 by Rs. 13½ lakhs. Most of this increase was, however, due to the cess on sugarcane, the proceeds of which, as it was introduced relatively late, could not be expended during the year, as schemes for its expenditure were not fully developed.

As a result of this increase, the year 1939-40 was expected to open with an opening balance of Rs. 70 lakhs. Revenue for next year was taken at Rs. 538½ lakhs, and expenditure charged to revenue at 537¾ lakhs, leaving a small revenue surplus of Rs. ¾ lakh. There was also a small excess of loans recovered over loans advanced amounting to Rs. 7¾ lakhs. Capital expenditure was estimated at Rs. 1 lakh mainly on the completion of earthquake reconstruction. The figures, therefore, indicated that ordinary balance should increase by 7½ lakhs and the budget was, therefore, balanced. He, however, anticipated that more than this surplus would be required to meet supplementary demands arising during the year, and he pointed out that the heavy requirements for financing the continuance of the Excise prohibition programme and of the various development schemes, which Government had in contemplation, must be kept in mind. Therefore though no additional taxation measures formed part of his budget proposal, he indicated that he was contemplating additional taxation and that its introduction must inevitably be necessary.

The increase in next year's anticipated revenue over this year's revised was about Rs. 19 lakhs, after allowing for a further reduction of Rs. 10 lakhs as a further instalment of the prohibition programme. Therefore other revenue heads increased on balance by Rs. 29 lakhs. Of this increase, Rs. 5¾ lakhs resulted merely from an accounting change. Of the remainder, Rs. 20 lakhs was the estimated yield during the year from Agricultural Income-tax, the annual yield from which was estimated at Rs. 30—32 lakhs, while the cess on sugarcane was expected to yield an additional Rs. 3 lakhs as a result of a larger anticipated area under cane, and a larger transfer from the Road Fund deposit account for expenditure on Road Fund projects accounted for the balance.

Expenditure charged to revenue exceeded the Revised by Rs. 33½ lakhs. Of this increase, Rs. 5¾ lakhs was caused by the accounting change referred to above, while new schemes totalled Rs. 31¼ lakhs non-recurring and Rs. 6¼ lakhs recurring, but of these some were schemes which were repeated from year to year as new schemes, as funds were not available to sanction them permanently.

New Schemes.

Prominent among the new schemes was the provision of Rs. 5 lakhs for a revolving fund to finance minor irrigation projects throughout the province. In the past it had been found difficult to find money to finance these projects, and the Hon'ble Minister, who stressed the great value of such small irrigation projects to the prosperity of the province, explained that the intention of the fund was that money should be immediately available as advances to carry out the projects, the advances being subsequently recovered from the persons benefited. Another very important scheme was the proposed introduction of free and compulsory primary education in municipalities situated in district headquarters at a cost of Rs. 3 lakhs of which Rs. 1¾ lakhs was recurring. The opening of schools for basic education according to the Wardha Scheme and expenditure on Wardha training accounted for new recurring expenditure of Rs. 42,000, and considerable extra provision was made for encouragement of female education. Provision was made for a Military Training School at a cost of Rs. 55,000, an additional sum of Rs. 40,000 was allotted to the Mass Literacy Movement, and Rs. 30,000 for the establishment of village libraries. Among Medical and Public Health schemes, in addition to the usual semi-recurring schemes, there were provisions of Rs. 22,000 for anti-leprosy work in Manbhum, Rs. 32,000 for the establishment of a cheap tuberculosis sanatorium at Patna, Rs. 60,000 for anti-malarial schemes and a further Rs. 60,000 for provision of free quinine. A drive was also being made against Kala-azar, the incidence of which is increasing to an alarming extent in North Bihar and, in addition to sums already provided by supplementary demand, further provision of about Rs. 1 lakh was made for this purpose. Provision for rural water-supply was increased to Rs. 1½ lakhs. New schemes under Agriculture and Industries accounted for about Rs. 3 lakhs, and this total was made up of a large number of small and important schemes, though sanction to some of the more important sugar development schemes, involving expenditure of about Rs. 4 lakhs a year, was being taken by supplementary demand in March. Under jails, there was a provision of about Rs. 52,000 for industrialisation of jail labour.

Expenditure on road fund works was expected to total Rs. 9¾ lakhs but part of this was expenditure on schemes in progress.

As a result it was expected that the year would close with an ordinary balance of Rs. 77½ lakhs, inclusive of minimum closing balance of Rs. 21 lakhs, while the balance in the debt deposit heads would be an additional Rs. 71½ lakhs. The Hon'ble Minister, however, pointed out that the commitments which Government were likely to have to undertake in connection with the rehabilitation of the co-operative movement and meeting interest on an electrification project loan for its early years during which it might be unremunerative was likely to swallow up the whole of the ordinary balance.

Supplementary Grants.

Of the four supplementary schedules of expenditure relating to the year under review, one was authenticated and the rest authorised by His Excellency the Governor. The schedules comprised 69 supplementary grants involving a sum of Rs. 45,05,382 of which Rs. 19,62,365 was voted by the Legislature and Rs. 25,43,017 authorised by His Excellency the Governor under section 93 of the Government of India Act, 1935, and fifteen supplementary appropriations aggregating Rs. 2,29,305 required to meet the expenditure charged on the revenues of the province. A token grant of Rs. 5 each was obtained for 90 new schemes which could be financed by reappropriation of savings within the grant or appropriation concerned.

Electrification Project.

During the year Government decided to investigate fully the possibility of the establishment of an Electric Grid System for the supply of electricity over a major portion of the province lying south of the Ganges both for agricultural and industrial purposes. A Special Officer was appointed and was charged with the duty of making a rough survey of conditions obtaining in the province so far as it related to the establishment of such a scheme. The Special Officer reported that conditions were very favourable and he also outlined a scheme showing roughly the capital cost involved. A Technical Committee consisting of Mr. S. B. Forbes, Chief Electrical Engineer, Government of Mysore, Mr. Mitra, Government of India Mining Electrical Inspector, and Mr. J. Parkinson, Chief Electrical Engineer, Calcutta Electric Supply Corporation, was appointed to examine this report. The Technical Committee unanimously supported the view of the Special Officer that conditions were favourable in the province for the establishment

of an Electric Grid System and recommended the framing of details and the collection of more technical data. Government also appointed a Standing Committee consisting of all the four Ministers and representatives of both Houses of the Legislature to advise them on matters relating to Electrification. This Committee recommended that, by way of experiment, and with a view to gain actual experience of the reaction of the people of the province towards the project, an instalment of the scheme be constructed in the Dehri-Sasaram area and worked with electricity purchased from Messrs. Rohtas Industries, Limited. Estimates and plans were accordingly prepared for it and negotiations started with the Rohtas Industries, Limited for the supply of energy up to 1,000 kilowatts.

CHAPTER III.

The Legislature.

Sessions And Meetings Of The Assembly.

The second year of provincial autonomy saw much greater legislative activity than the previous one. In all there were 73 sittings of the Assembly, of which 62 days were devoted to the transaction of official business and the rest to non-official business.

Questions.

Notices of 1,983 questions were received, of which 1,538 on wide range of subjects were admitted. 412 were disallowed as they contravened the rules of the Assembly, 33 withdrawn, 913 answered and 625 remained pending at the close of the year. In addition, 2,000 supplementary questions were put and answered.

Resolutions.

Out of 782 resolutions given notice of as many as 698 ranging over a wide field of social and political interest were included in the agenda for discussion and the remaining ones were disallowed as being inadmissible under the rules. 284 of these related substantially to the same subject. Only 18 resolutions were actually moved and discussed of which 9 were adopted by the House, 6 were withdrawn and 3 were rejected.

Adjournment Motions.

Twenty-one motions for adjournment of the House were received, of which 10 were disallowed and the notices of four were ultimately not pressed by the members concerned. The rest were moved and discussed but talked out.

The Budget.

The presentation of the Budget took one day, while 3 days were devoted to the general discussion and voting of demands for grants occupied eleven days. In order to facilitate discussion, a system described as " grouping of budget demands according to their importance " was introduced According to this system the demands for grants were arranged in 6 groups, 5 groups to occupy 2 days each and the 6th group to be taken up on the last day available for the purpose. Following the well-established parliamentary principle ' grievances before supply ', members subjected the Budget to careful scrutiny tabling no less than 890 motions either for reduction of the Budget demands or for reduction or omission of items under such demands.

But only 17 of such motions could be discussed, some of them dealing with important subjects, such as the introduction of hand-spun and hand-woven *khadi* uniforms, the necessity of opening an Agricultural College in the province, the policy of Government in matters of appointment, the Wardha Scheme and Prohibition.

Out of these 17 cut motions, 3 were negatived, 13 withdrawn and 1 could not be put to vote as it fell under the guillotine.

In addition to the main Budget, there were as many as 51 supplementary demands. All the demands were voted without any alteration.

Legislation.

The year as the previous one was of great legislative importance, inasmuch as 31 legislative measures were dealt with by the Assembly during the year. Among these important were :

The Bihar Restoration of Bakasht Lands and Reduction of Arrears of Rent Bill, 1938, affording relief to raiyats by providing for reduction of rent on the ground of fall in prices as also by making provision for liquidation of arrears of rent and easy realisation of the reduced arrears.

The Bihar Agricultural Income-tax Bill, 1938, the object of which was to levy agricultural income-tax on agricultural income, as defined (with a small alteration to suit local conditions) in the Indian Income-tax Act, 1922.

The Bihar Prohibition Bill, 1938, which contemplated to implement Government's policy in regard to the prohibition of liquor, *tari* and intoxicating drugs and gave Government authority to introduce prohibition in selected areas with power to extend it to other areas as time and experience would enable such extension to be made.

The Bihar Money-Lenders Bill, 1937, which intended to give relief to the debtors, to prevent the exaction of usurious rates of interest and to regulate the business of money-lending.

The Bihar Stamp (Amendment) Bill, 1938, which proposed to exempt an instrument of divorce of a Muslim at the dissolution of his or her marriage from the imposition of any stamp duty thereon under the Indian Stamp Act, 1899.

The Bihar Tenancy (Amendment) Bill, 1938, which provided for the repeal of the provisions in the Bihar Tenancy Act, 1885,

relating to the right of landlords to take out certificates for recovery of arrears of rent, abolition of transfer fee and definition of the rights of raiyats in trees, plantations and *jalkar* in their holdings.

The Champaran Agrarian (Amendment) Bill, 1938, which provided to cancel all enhancements of rents made by the landlords on the raiyats of Champaran in lieu of the condition imposed on them for indigo planting when trade in indigo was in a flourishing state.

The Bihar (Bihar and Orissa Public Safety) Repealing Bill, 1939, the object of which was to repeal the Bihar and Orissa Public Safety Act, 1933.

The Bihar (Bihar and Orissa) Mica Repealing Bill, 1939, which sought to repeal the Bihar and Orissa Mica Act, 1930, as instead of putting a stop to mica theft to any appreciable extent it was found to have put unnecessary restraint on mica trade.

Fifteen other bills were introduced, but could not be disposed of during the year.

Party Organisations.

During the year the strength of the different parties in the Assembly was as follows:—

Congress	...	...	98
Bihar Nationalist Coalition	...	...	26
Muslim Independent Party	...	...	20

Seven members, including four of the Muslim League, did not join any of the above parties.

Obituary References.

The House expressed regret at the death of four of its members, Mr. Chaturanan Das, Mr. Abdul Majid, Mr. Upendra Nath Mukherjee and Mr. Saiyid Ali Manzar and of seven others who were associated with the Provincial Legislature in the pre-1935 Act days and at the death of such distinguished personages as Dr. Sir Muhammad Iqbal, Maulana Shaukat Ali and Mustafa Kamal Pasha and paid warm tributes to the memory of the deceased.

Committees Of The House.

Members were elected to the House Committee, the Library Committee, the Committee of Privileges, etc.

Bye-elections.

There were six bye-elections to fill the vacancies in the Patna and Tirhut *cum* Bhagalpur European Constituency, Bihar Planters' Association Constituency, South Madhubani General Rural Constituency,

Hazaribagh Muhammadan Rural Constituency, Bhagalpur Division General Urban Constituency and Patna Division Landholders' Constituency.

Officers Of The Assembly.

The Hon'ble Mr. Ramdayalu Sinha continued to be the Speaker and Mr. Abdul Bari, the Deputy Speaker of the Assembly.

Legislative Council Sessions And Meetings.

Altogether 56 meetings were held during the year, of which 6 days were devoted to the transaction of non-official business.

Questions.

Notices of 382 questions were received, of which 41 were disallowed and 44 remained pending at the conclusion of the third session. 276 questions on different subjects were put and answered and as many as 635 supplementary questions were asked.

Resolutions.

Notices of 32 resolutions were received, of which 2 were disallowed and 30 resolutions were tabled for discussion, of which 8 were actually discussed, 6 were withdrawn, 2 were lost and the rest were crowded out. Among the resolutions discussed were those relating to the opening of a Club at Patna for aeroplanes and gliders, the formation of Chota Nagpur Division and the district of the Santal Parganas into a separate province and the reduction of rate of interest on earthquake loans advanced under the Natural Calamaties Loans Act, 1934. These were either withdrawn or negatived.

Adjournment Motions.

Two adjournment motions to discuss matters of urgent public importance were admitted. One regarding the order promulgated by the Subdivisional Officer, Bihar Sharif, was talked out and the other regarding the attempted sabotage of the 14 Down Express near Gidhaur was negatived.

The Budget.

The Budget estimates for the year 1939-40 were presented to the Council on the 20th February, 1939, and the estimates were discussed for several days. The first, second and third Supplementary Statements of Expenditure for 1938-39 were laid on the table and several days were devoted to their discussion.

Legislation.

No fewer than 18 Bills passed by the Assembly were also passed by the Council during the year either with amendment or without and 15 non-official Bills were introduced therein, some of which being allowed to be circulated for eliciting public opinion thereon.

Draft Council Rules.

The report of the committee appointed to frame draft rules of Procedure and Conduct of Business of the Legislative Council under section 84(1) of the Government of India Act, 1935, was presented on the 12th May, 1938.

Officers Of The Council.

The Hon'ble Mr. Rajivaranjan Prasad Sinha continued to be the President and Mr. Saiyid Naqi Imam the Deputy President of the Council.

CHAPTER IV.

Local Self-Government.

General.

On the expiry of the term of five years general elections to all district boards in the province were held during the year. Government adopted several measures to make the elections as democratic and representative as possible by liberalising the franchise. After reconstitution the four district boards of Chota Nagpur, namely, Hazaribagh, Ranchi, Palamau and Singhbhum exercised the right of electing non-official chairmen like the other district boards of the province. The Bhagalpur district board and the local boards of the district, which were superseded in March 1936, continued to be so throughout the year and the representative committee appointed by Government to aid and advise the special officer in the administration of the district board continued to function as in the previous year. The board was reconstituted by election shortly after the close of the year.

With a view to implementing the recommendations made by the Santal Parganas Enquiry Committee, Government decided to extend the Bihar and Orissa Local Self-Government Act to the district of the Santal Parganas with certain modifications so as to permit the setting up of an elected district board there. The status of the Santal Parganas district board is similar to that of the other district boards of the province with the exception that it will have for the first five years an official chairman appointed by Government.

An event of importance was the declaration of certain areas in the district of Hazaribagh as a mining area under the Hazaribagh Mines Board Act, 1936, and the newly constituted Mines Board under the Act began to function during the year.

A larger provision than in the previous year was made for grants to the district boards for construction of wells in rural areas for supply of pure drinking-water. A substantial portion of these grants was earmarked for providing wells in villages wholly or mainly inhabited by Harijans, including aboriginals in case of Chota Nagpur Division and the Santal Parganas.

District Boards.

The limited resources of the Boards did not permit any appreciable advance in their activities during the year but the funds available were profitably utilised by most of them, and the administration of the boards was fairly satisfactory except in Saran. All the district boards, except the district board of Hazaribagh, held meetings in excess of the statutory minimum of 12 meetings during the year. The Purnea district board held the largest number of meetings, namely 31. The average percentage of attendance of members at meetings was above 50 in all districts except Champaran, where it was 49.1. The average percentage of attendance of official members at meetings was very low in Champaran, being only 26.6, while in the other districts it varied from 44.3 to 88.5. The percentage of attendance of non-official members varied from 51.1 to 89.3.

The executives of the district boards of Patna, Shahabad, Saran, Champaran, Muzaffarpur, Monghyr, Purnea and Singhbhum made fully extensive tours and inspected the various institutions and offices under their charge, while in the other district boards the amount of touring done by the executives was inadequate.

Income And Expenditure.

The total opening balance of district boards, including deposits and unspent Government grants, was Rs. 33,12,000 on April 1, 1938 against Rs. 20,89,000 in the previous year. The increase was shared by all the boards except Gaya, Bhagalpur, Hazaribagh and Manbhum. The total receipts of the boards from all sources, including Government grants but excluding the opening balance, amounted to Rs. 1,38,95,000 against Rs. 1,61,36,000 in the previous year. The total amount available for expenditure during the year, including the opening balance, thus stood at Rs. 1,72,07,000 out of which a total sum of Rs. 1,45,34,000 was actually spent leaving a closing balance of Rs. 26,73,000. Leaving aside the deposits amounting to Rs. 4,12,000, the actual balance at the credit of the boards thus stood at Rs. 22,61,000 of which Rs. 6,46,000 represents unspent balances of Government grants. The actual closing balances of all boards except those of Saran, Champaran and Monghyr were above the minimum prescribed in each case. Local rates, which form the bulk of the income of the district boards, increased from Rs. 70,28,000 to Rs. 70,85,000. The increase was shared by the district boards of Patna, Shahabad, Champaran and the five boards of the Chota Nagpur Division. The decrease in the districts of the Tirhut Division was due partly to bad collection of cess and partly to the rent reduction operations,

and that in the districts of the Bhagalpur Division was due mainly to the latter factor.

The total amount of grants made to the district boards from the provincial revenues for various purposes amounted to Rs. 45,20,000 against Rs. 66,20,000 in the previous year. The grants for "Education" decreased from Rs. 26,28,000 to Rs. 25,67,000 and "Civil Works" from Rs. 35,66,000 to Rs. 16,00,000. On the other hand, Government contributions for "Medical" and "Public Health" purposes increased from Rs. 3,06,000 to Rs. 3,42,000 due to the launching of anti-malarial and anti-mosquito measures.

Though the total expenditure of the boards decreased from Rs. 1,49,13,000 to Rs. 1,45,34,000, the expenditure on such principal heads as "Education" increased from Rs. 41,35,000 to Rs. 42,58,000, "Public Health" from Rs. 6,25,000 to Rs. 6,33,000 and "Medical Relief" from Rs. 14,55,000 to Rs. 14,73,000.

Education.

In the sphere of education, the progress on the whole was satisfactory. The number of all classes of schools, except middle vernacular schools (both maintained and aided) and upper primary schools aided by the district boards, and the number of pupils appreciably increased. The number of middle English schools maintained and aided by the boards rose from 299 and 177 to 333 and 239, respectively, and that of middle vernacular schools dwindled from 77 and 15 to 55 and 12, respectively. The decrease in the number of middle vernacular schools was due to the conversion of such schools into middle English schools, the demand for which is reported to be increasing. The total expenditure of the boards on education increased from Rs. 41,35,000 to Rs. 42,58,000. The increase was shared by all the district boards except Champaran, Muzaffarpur and Bhagalpur. The conversion of stipendiary aided and unaided schools into board-managed ones, raising of the status of certain schools, appointment of additional teachers, replacement of untrained teachers by trained ones, payment to the *gurus* of primary schools at the prescribed minimum rates and periodical increments in the salaries of teachers were among the factors leading to the increased expenditure.

Though the progress of female education was handicapped by the dearth of trained female teachers, it received great impetus in the districts of Patna and Gaya and facilities for the same were improved in both the districts, and the number of girls receiving education in boys' schools generally increased.

Certain district boards, notably Purnea, extended aid to schools for boys and girls belonging to the aboriginal and depressed classes. The free supply of books and writing material and the award of prizes and scholarships and grant of other concessions to such students helped to promote the cause of education of these classes.

The mass literacy campaign was enthusiastically taken up by most of the district boards.

Some of the district boards continued to award scholarships for technical, medical and other types of specialised education.

Medical Relief.

The expenditure incurred by the boards under this head increased from Rs. 14,55,000 to Rs. 14,73,000. The increase was shared by all the boards except Saran, Darbhanga and Monghyr. The total number of dispensaries maintained by the boards increased during the year by 20 and the number of aided dispensaries also increased by 23. The indigenous system of medicine (Ayurvedic and Tibbi) and Homeopathy received encouragement by the opening and subsidizing of dispensaries representing each of these branches in certain areas. Some boards also financed tuberculosis clinics, while others took special measures for maternity work. Provision for the treatment of leprosy cases continued to be made by some of the district boards and contributions for anti-rabic treatment were also made by some boards. Most of the boards awarded scholarships for medical education both in allopathic and indigenous systems.

Public Health.

The total expenditure of the boards under this head increased from Rs. 6,25,000 to Rs. 6,33,000. The increase was shared by a number of boards but was most marked in Gaya, Champaran and Purnea. The activities of the boards in this sphere consisted, as usual, of provision of preventive and curative measures to combat outbreaks of epidemics and of measures to improve the sources of drinking water-supply in rural areas. The education of public opinion in villages in general principles of sanitation and hygiene by lantern lectures and demonstrations formed another important activity of the health staff of the boards.

Vigorous measures were taken to combat the epidemic of malaria in the districts of Bhagalpur and Tirhut Divisions. In addition to permanent dispensaries, seven epidemic centres and sub-centres were opened in the malaria affected areas in the Supaul and Madhipura subdivisions in the district of Bhagalpur and there

was free distribution of quinine, sago and sugar to the needy. A scheme for anti-malarial work was formulated by the Bhagalpur district board and it received a special grant of Rs. 11,500 from Government towards the cost of the scheme. In Muzaffarpur, Government sanctioned an intensive anti-malarial scheme to be carried on in 6 units where malarial conditions were known to be worst. Curative measures and anti-mosquito work were carried out in all these units, and all water-logged areas in and around the villages in these units were cleared of weeds and sprayed with pyrocide mixture. The Government Waterways Division excavated two channels during the year in Majorganj to drain off the spill area of the Manusmara river and a third one is under excavation. In Darbhanga, 70 temporary malaria centres were opened in affected localities for distribution of medicines to the sufferers and Government supplied 794 lbs. of quinine for free distribution. The anti-mosquito measures were also reinforced. As a result of this intensive campaign the incidence of malaria was reduced in the affected areas.

Veterinary.

The total expenditure under this head increased by Rs. 12,000 as compared with the previous year. The increase was shared by all the boards except Patna, Champaran, Darbhanga and Monghyr but was most noticeable in Gaya and Purnea. In Gaya, it was attributed to actual requirements of the year and the increase in the number of stud bulls, while in Purnea it was due to the maintenance of two additional touring veterinary assistant surgeons. In other districts, where there was some increase in expenditure under this head, it was due chiefly to increased expenditure on medicines, sera and vaccine. There was, on the whole, an increase in the number of cases treated at veterinary hospitals and by the touring veterinary assistant surgeons. Goat virus inoculation was popular in Bhagalpur and Monghyr, and in the former district as many as 21,887 head of cattle were vaccinated against 9,766 in the previous year. A number of district boards continued to maintain stud bulls for improvement of the breed of cows and buffaloes.

Civil Works.

The expenditure under this head fell from Rs. 64,61,000 to Rs. 56,14,000. The decrease was shared by the district boards of the Tirhut Division and also by the district boards of Gaya, Purnea and Palamau. Out of the total expenditure under this head, the boards spent Rs. 4,72,000 on building works and Rs. 41,12,000 on communications. The bulk of the expenditure on communications was

incurred on repairs and maintenance of roads. In the matter of communications noteworthy progress was made in the Patna and Gaya districts. In particular, mention may be made of the metalling of the Bihar-Rajgir road, an important road connecting one of the famous places of pilgrimage and a health resort with hot water springs. The total mileage of metalled, unmetalled and village roads maintained by the district boards during the year was 2,396, 15,125 and 10,046, respectively.

Water Hyacinth.

Water hyacinth is spreading in the rural areas of the district of Shahabad and its eradication demands greater attention on the part of the district board than it has received so far. In Muzaffarpur, a bye-law for the eradication of the weed is in force and this is reported to have gone a great way in checking its growth. In Monghyr also, similar bye-laws have been approved and it is hoped that their proper enforcement will remove the pest from the district. For Bhagalpur and Purnea more active and concerted measures are needed to put an end to this rapidly growing menace.

Local Boards.

The total number and constitution of local board remained unchanged during the year. The local boards in Bhagalpur continued to remain under supersession along with the district board throughout the year. The majority of the local boards held the statutory minimum of 12 meetings a year. The average percentage of attendance at meetings was above 50 in all local boards with a few exceptions. The local boards continued to exercise the same powers as in the previous year except that the Dhanbad local board, which exercises very wide powers in respect of all matters, was deprived of the privilege which it had long enjoyed of entering into contracts of values varying from Rs. 500 to Rs. 5,000, such contracts being now accepted by the district board direct.

Union Committees.

The total number of union committees remained the same and all of them continued to work with the same number of members as in the previous year. The union committees of Haveli-Kharagpur, Gogri and Khagaria in Monghyr and Balrampur and Chas in Manbhum were reconstituted during the year. Out of 22 union committees 8 failed to hold the prescribed number of 12 meetings during the year. The activities of these committees were, as usual, confined to the maintenance of roads, sanitary measures and conservancy arrangements, management of pounds, maintenance of primary schools and dispensaries and the improvement of water-supply. Some

committees also maintained street lighting with the funds provided by the district boards concerned. The total receipts of these committees from all sources during the year amounted to Rs. 91,417 (excluding the opening balance of Rs. 18,818) while the total amount available for expenditure, including the opening balance, was Rs. 1,10,235 of which Rs. 91,356 was spent during the year.

Union Boards.

The working of the Union Boards was not marked by any indication of real progress during the year. The total number of union boards rose from 147 to 168. The increase was due to the creation of 17 new union boards in the district of Purnea and 4 new boards in the district of Hazaribagh. The distribution of union boards by divisions was: 80 in Tirhut, 30 in Patna, 44 in Bhagalpur and 14 in Chota Nagpur. The responsibilities of the union boards were generally confined to the maintenance and repairs of roads, primary education, water-supply, drainage, sanitation, conservancy and medical relief in addition to administration of rural police in the case of those boards where Part III of the Village Administration Act has been brought into force. The relations of the union boards with the police and the magistracy were satisfactory almost everywhere and subdivisional officers continued to accept the nominations of these boards for the appointment of Chaukidars. The assessment of Chaukidari tax was generally fair. There was a further fall in the average figure of grant-in-aid per union board made by the district boards in the province which during the year was Rs. 1,663·9 against Rs. 1,724.8 in the previous year. In Patna and Chota Nagpur Divisions there was an increase in the average amount of union tax levied by union boards, whereas the average taxation fell to a certain extent in the other two divisions.

Municipalities.

There were altogether 57 municipalities in Bihar, including notified area committees and the Patna Administration Committee, against 55 in the previous year. General elections were held in the municipalities of Bihar, Dinapur Nizamat, Arrah, Jagdispur, Buxar, Sasaram, Chapra, Revelganj, Siwan, Bettiah, Sitamarhi, Darbhanga, Madhubani, Samastipur, Monghyr, Kishanganj, Katihar, Deoghar, Sahibganj, Dumka, Madhupur, Daltonganj, Raghunathpur and Chakradharpur. The elections were contested in all these municipalities except in Samastipur, Katihar, Deoghar, and Raghunathpur and in certain wards of the Chapra, Bettiah, Sitamarhi, Darbhanga and Madhubani municipalities. The candidates belonging to the Congress Party were successful in most of the

municipalities. Female voters took part in the elections to a certain extent but Muslim voters generally kept aloof. The general election of the Dhanbad municipality had to be postponed on account of certain irregularities in the preparation of the electoral rolls. Single-seated wards were introduced in the Bihar, Monghyr, Purnea and Dhanbad municipalities during the year under review. With the exception of a few municipalities, municipal administration in general continued to be unsatisfactory. The main causes of municipal mal-administration appear to be reluctance of municipal commissioners to levy adequate taxation, their failure to collect taxes promptly and to take coercive measures prescribed by the law where necessary, failure on the part of executives to exercise proper control, prevalence of party factions and their unwillingness to profit by the advice given by the inspecting officers of Government from time to time. There were comparatively few instances where individual municipalities did good work. Considerable improvement was reported to have been made in the affairs of the Deoghar municipality. The Dumka municipality made a good start, the Jamalpur municipality worked satisfactorily while in the Bhagalpur municipality the collection of the main taxes showed signs of improvement, and the administration of the Katihar municipality was reported to have been sound. The collection of taxes by the Sahebganj municipality was satisfactory and its executives were reported to have been keen on effecting all possible improvements. The working of the municipalities of Hajipur, Lalganj, Roserah, Sitamarhi, Samastipur and of the Notified Area Committee of Dumra was satisfactory. The municipalities of Barh, Deoghar and Madhupur were released from supersession during the year and the Monghyr municipality was released soon after the close of the year.

Income And Expenditure.

The opening balance at the commencement of the year was Rs. 11,68,032 against Rs. 11,77,477 in the previous year. The total income excluding the opening balance, also fell from Rs. 45,10,322 to Rs. 39,97,476. The decrease was due to the fall in receipts under the heads " Municipal registration, license and other fees ", " Realisation under special Acts " and " Grants and contributions for general and special purposes ". The decrease was particularly marked in the Tirhut and Bhagalpur Divisions. The total receipts including the opening balance decreased from Rs. 61,71,210 to Rs. 55,95,044. The ordinary expenditure decreased from Rs. 45,10,736 to Rs. 40,67,950.

Education.

The total expenditure on education incurred by municipalities and notified area committees increased from Rs. 4,59,699 to Rs. 4,79,502 during the year, including Rs. 3,97,900 on primary education. The provincial percentage of expenditure on primary schools on the total ordinary income was 14.1 as against 14.9 in the previous year. The percentage of expenditure increased in Patna Division from 15.4 to 18.6 and in the Tirhut Division from 18.8 to 20, but fell in the Bhagalpur Division from 19.0 to 17.9 and in the Chota Nagpur Division from 27.2 to 24.5.

Indoor Administration.

The total number of meetings held in municipalities, including notified area committees, was 1,100 as against 1,003 in the previous year. The largest number of meetings were held in the municipalities of Patna City (48), Gaya (42), Madhubani (33), Lohardaga (33), Bhabua (32), Dumka (30), Khagaul (28), Chapra (28), Bettiah (28), Hazaribagh (27), Ranchi (27), Sasaram (26) and Katihar (26). The municipalities of Lalganj, Buxar and Madhupur and the Notified Area Committees of Doranda and Jamshedpur failed to hold the statutory minimum number of meetings, viz., 12 in a year, while the total number of meetings which proved abortive for want of quorum was 24 as against 41 in the preceding year. As in the previous year, the average percentage of official members present at meetings was less than 50 in 17 municipalities, the lowest percentages being in Bihar (18), Arrah (18), Jamshedpur Notified Area Committee (13), Roserah (10) and Gaya (7). The average percentage of the attendance of non-official members at meetings of municipal boards was above 50 in 48 municipalities which was satisfactory. The highest percentage was in Madhupur (90).

Outdoor Administration.

The expenditure decreased under all heads of outdoor administration except "Public Safety" and "Public Instruction", the increase under the former being mostly due to increased expenditure on lighting and was shared by all the divisions.

Drainage arrangements were inadequate in the majority of municipalities in the Patna Division. The drainage scheme of the Patna City municipality from the Bakerganj Nala to the Training school was completed and began to function during the year. The Amlatola drainage extension scheme prepared by the Patna Administration Committee at an estimated cost of Rs. 53,000 could not be taken up for want of funds. A preliminary drainage scheme for

the entire town of Gaya was prepared and a loan of Rs. 75,000 was sanctioned by Government during the year towards the cost of this scheme. In the Chota Nagpur Division expenditure under water-supply decreased in all municipalities except three. Piped water-supply seems to be a pressing need of the town of Hazaribagh but cannot be made available on account of the heavy cost involved which is beyond the present means of the municipality. A scheme for water-supply at an estimated cost of Rs. 2,22,000 was prepared for the Chaibassa municipality which proposed to meet the cost by taking a loan.

There was a rise in expenditure under the head "conservancy" in the Patna Division. It decreased in the Tirhut and Bhagalpur Divisions and slightly in the Chota Nagpur Division.

The expenditure under the head "epidemics" slightly increased in the Bhagalpur and Tirhut Divisions and slightly decreased in the Patna Division. A number of municipalities continued to support the maternity and child welfare work and maintained a number of qualified midwives.

Miscellaneous.

Government sanctioned during the year an aggregate grant of Rs. 1,21,000 to the municipalities and notified area committees out of the proceeds of the motor vehicles taxation for the maintenance of roads and of Rs. 56,000 for certain minor schemes for the improvement of drainage and water-supply, etc. Besides these a grant of Rs. 50,000 was made to the Monghyr municipality for the town improvement scheme and a loan of Rs. 75,000 was sanctioned to the Gaya municipality for its drainage scheme and of Rs. 22,000 to the Bhagalpur municipality for the extension of the water mains.

An official bill was introduced in the Bihar Legislative Assembly to amend the Bihar and Orissa Municipal Act, 1922 and was referred to the Joint Select Committee. Reservation of seats for Muslims according to the percentage of their population in municipalities, increase in the maximum number of municipal commissioners to 50 instead of 40 as at present, provision for co-option of commissioners up to a maximum limit of 1/8th of the total number of commissioners out of which 1/12th may be members belonging to scheduled castes who, in addition, will be free to contest the election to any seat not reserved for Muslims and the right given to the members of the Muslim community to contest also seats other than those reserved for their own community are some of the salient features of the bill.

CHAPTER V.

Education.

General.

Substantial progress was achieved in all branches of education during the year, particularly in the education of girls, Muslims, scheduled castes and aborigines. Among outstanding instances of educational progress and reform were adult education by means of the mass literacy campaign, village libraries, the evolution of Hindustani as a common language, Indian languages as the medium of instruction, the introduction of the basic education experiment and the completion of plans for the inauguration of compulsory primary education. There was an increase in the percentage of literates to the total population from 3.32 in 1938 to 3.51 in 1939. The percentage of male scholars to male population also increased from 5.84 to 6.13 and that of female scholars from .78 to .87. The number of educational institutions of all kinds increased by 643 accompanied by a rise of 61,909 pupils during the year. There were 20,712 recognised institutions for the education of males and 2,160 for the education of females throughout the province besides 2,451 unrecognised institutions. Of the latter 2,154 were for males and 297 exclusively for females. The number of male scholars increased from 935,141 to 985,225, an increase of 50,084, while that of the female scholars increased from 69,864 to 76,020, an increase of 6,156. The total expenditure on education rose from Rs. 1,62,93,776 to Rs. 1,63,16,712. Of this 27.53 per cent was met by Government, 29.88 per cent from local funds, 27.36 per cent from fees and 15.23 per cent from other sources.

Primary Education.

The number of primary schools of all kinds for boys and girls, both European and Indian, rose from 20,803 to 21,212 and that of their pupils from 802,264 to 839,755, and the direct expenditure from Rs. 48,92,750 to Rs. 48,95,687. The number of primary schools for Indian boys rose from 18,782 to 19,132 and that of their pupils from 742,440 to 776,185, resulting in an increase of 33,745 pupils and of the direct expenditure from Rs. 44,29,204 to Rs. 44,42,862. The total annual grant for primary education placed at the disposal of the local bodies during the year was Rs. 28,47,586. The number of upper primary schools for boys

rose from 3,062 with 225,752 pupils to 3,164 with 238,416 pupils and of the lower primary schools from 15,720 with 516,688 pupils to 15,968 with 537,769 pupils. There was also an increase in the number of recognised primary Urdu schools from 2,222 to 2,242 and of primary Sanskrit schools from 758 to 788. The number of one-teacher schools for boys rose from 11,856 to 12,093 and their enrolment from 331,741 to 335,197, while the number of one-teacher schools for girls rose from 1,636 to 1,663 and their enrolment from 38,153 to 39,095. These figures give an average of 28 against 28 pupils per teacher in a boys' school and 24 against 23 in a girls' school. The increase in the number of one-teacher primary schools is reported to be due to the recognition of a fairly large number of lower primary schools with one teacher, as two-teacher lower primary schools are infrequently established at the initial stages of recognition.

The number of trained teachers employed in primary schools rose from 19,154 to 19,863.

During the year there were 61,132 girls in girls' schools against 57,292 in the previous year. From a comparison of the figures it appears that the increase in the number of girls in boys' schools is greater than that in the schools for girls, viz., 4,810 in the former as against 3,840 in the latter. This demonstrates an increasing acceptance of co-education on the part of parents at the primary stage.

Compulsory education inaugurated in 1927-28 continues in the Jamhore Union in the district of Gaya, but it is still confined to two managed lower primary schools in the village. The number on the rolls was 170 against 169 last year. In the Ranchi municipality also primary education for boys continues to be compulsory. The percentage of attendance was 90.5 against 92.24 in the previous year, the decrease being due chiefly to the increase in the percentage of pupils absent on account of illness or other causes. Out of 2,958 boys of compulsory age, 2,945 attended schools.

The extension of the Compulsory Primary Education Act to all municipalities was under the consideration of Government and it was decided to introduce compulsion in all municipalities situated at district headquarters. Schemes within the prescribed financial limits were invited from those municipalities, Government offering to bear the whole additional cost involved. A provision of Rs. 1,68,750 recurring and Rs. 1,34,550 non-recurring for the purpose was made in the budget for 1939-40. The ultimate additional cost involved is estimated to be Rs. 2,27,550 recurring and Rs. 1,34,550 non-recurring.

The number of night schools rose from 120 to 130 and that of their pupils from 3,335 to 3,465. The number of school post offices fell from 164 to 161.

Basic Education.

An important development during the year was the decision to introduce as an experimental measure the basic education scheme or education through handicrafts outlined by the All-India Board of Basic Education in a compact area in the Champaran district. The scheme was entrusted to the Provincial Basic Education Board which was set up under the chairmanship of the Hon'ble Minister for Education to organise basic education in the province. Basic training classes were opened in the Patna Training School in September 1938 to train the requisite number of teachers for the basic schools to be opened.

Mass Education.

The most outstanding event of the year was the inauguration by the Hon'ble Minister for Education on the 26th April, 1938, of the Mass Literacy Movement by means of an appeal to the teachers and students of Bihar to devote the summer vacation to the liquidation of illiteracy and ignorance among the masses. This appeal met with the most gratifying response. The first or voluntary phase of the campaign lasted from May till October 1938 and during this period no financial aid was given by the Government, the expenditure being met by contributions from local bodies and private individuals. All the preliminary executive work was done by an organising committee. The course of instruction was of six weeks' duration and the instruction was given through charts and primers based upon the rapid method. The campaign entered in its second phase in November, 1938, when in addition to the general work being done all over the province, an intensive scheme for one thana in each district and in the two subdivisions of Simdega and Banka was inaugurated.

With the launching of the intensive campaign the movement had to be given a more complete organisation and funds. and the provincial Government set up a Mass Literacy Committee consisting of 22 members under the presidentship of the Hon'ble Minister for Education and sanctioned a sum of Rs. 80,000 for Mass Literacy work during the remaining months of the year. In addition to this Committee, district, subdivisional, thana and village centre committees were constituted. The organisation aimed at making literate within six months all educable illiterate male adults within the intensive area between the ages of 15 to 40. Nor was the expansion of literacy amongst women neglected, though,

in this the Committee was handicapped by the shortage of lady workers and the prevalence of ' purdah '.

Wherever possible, the Department placed one sub-inspector of schools in charge of the thana selected for the intensive work. At the end of three months, an examination in reading, writing and arithmetic was held at the centres, and in some cases honoraria were paid to teachers on the basis of the results. Despite several difficulties and handicaps, thanks to the voluntary co-operation of teachers, students, jail authorities, industrialists, officers of the Executive, Police and nation-building departments of Government and above all the public, it is calculated that about 4½ lakhs of men and women were made literate during the first year of the campaign at a negligible cost, a result which holds high promise for the future.

One incidental achievement of the movement was that it helped the evolution of a common language as the Hindustani primers printed in both the scripts Hindi and Urdu were in use at the centres.

Post-literacy work was started with a view to stabilise the progress made with the mass literacy campaign. Measures in this direction included the publication of a fortnightly news-sheet " Roshni ", the supply of a graded series of readers to literacy centres, the supply of reading materials for new literates by such methods as the opening of " libraries on wheels " and " circulating libraries " and the inauguration of a scheme for establishing 4,000 village libraries with 200 Hindi and Urdu booklets on topics of every day importance.

Secondary Education.

During the year the number of high schools and middle schools rose from 1,050 with 177,472 pupils to 1,140 with 194,110 pupils, while the direct expenditure rose from Rs. 46,98,258 to Rs. 49,86,425. One of the new high schools was a girls' school. The increasing demand for high school education already noticeable has been accelerated by the creation of special facilities for the educationally backward communities and girls. The number of middle English schools managed by local bodies or aided either by Government or by local bodies rose from 603 to 660, but that of middle vernacular schools managed or aided by local bodies fell from 85 to 68. The Patna district board converted all its middle vernacular schools into middle English schools during the year. The tendency towards this conversion, which is accelerated by the somewhat greater expansiveness of middle vernacular schools as compared with the middle

English schools, is lowering the standard of proficiency in the mother tongue. It is satisfactory to note that as many as 7 high schools and 17 middle schools found it possible to widen the range of instruction by introducing vocational subjects such as agriculture, tailoring, spinning, weaving, soap-making and carpentry.

A reform of considerable and far reaching importance was introduced when the medium of instruction was changed over from English to the pupils' mother tongue in class VIII of all high schools, with effect from January 1939. As in the case of every new scheme in the transition period, the multilingual schools are faced with difficulties in the way of adjustment of time-tables, staff and the medium of instruction for non-language subjects, which they are gradually solving in the light of experience.

Private tuition in schools was the subject of comment by the Corruption Enquiry Committee. This can only be eliminated by the improvement in the standard and quality of teaching in the schools and by paying special attention to the more backward pupils in the classes.

Co-education is gaining in popularity. The number of girls attending high schools and middle schools for Indian boys rose from 127 to 165 and 1,593 to 2,106 respectively.

The Board of Secondary Education aided 136 schools, including 11 schools for girls, as against 123, including 10 schools for girls, in the previous year.

Successful attempts were made in some high schools to provide light midday lunches to their pupils and it is hoped that this practice will extend to other institutions.

Vocational Training.

The progress in vocational training or education was maintained. The number of technical, trade and vocational schools, including *ayurvedic* and *tibbi* schools at Patna, rose from 62 to 66 and that of their pupils from 3,965 to 4,305 and their expenditure from Rs. 6,81,354 to Rs. 7,11,348.

University And Collegiate Education.

His Excellency Sir Maurice Garnier Hallett continued to be Chancellor of the University during the year except for four months when he went over to act as Governor of the United Provinces. During the interregnum His Excellency Sir Thomas Alexander Stewart acted as Chancellor. Dr. Sachchidananda Sinha continued to guide the affairs of the University as Vice-Chancellor.

The facilities for instruction have been considerably increased by the admission of new colleges and of existing colleges in new subjects. Two new colleges, viz., the Rajendra College at Chapra and the Mithila College at Darbhanga, were admitted up to the I. A. standard in English, History, Logic, Persian, Sanskrit, Mathematics, Principal Urdu, Principal Hindi, Elementary Economics and Public Administration and Vernaculars (Hindi, Urdu and Bengali). The Patna College was admitted to the B. A. Honours and M. A. standards in Urdu as a principal subject and the D. J. College up to the I. A. standard in Hindi as a principal subject. The results of the various University examinations held during the year were on the whole satisfactory. The number of degree colleges remained stationary at 6, but there was an increase in the number of intermediate colleges from 3 to 5. The number of students on the roll increased from 4,120 to 4,461 and the direct expenditure from Rs. 10,77,404 to Rs. 11,12,079.

The professional colleges in the province, namely, the Patna Law College, the Patna Training College, the Bihar College of Engineering, the Prince of Wales Medical College and the Bihar Veterinary College, continued to show progress.

The many sided activities of the colleges, in the literary, social and athletic spheres and in particular the enthusiasm displayed by the students and the staff in the 'Mass Literacy Campaign', gave cause for satisfaction.

Oriental Studies.

The number of recognised Sanskrit *tols* rose from 307 with 10,637 pupils to 315 with 11,310 pupils. The number of recognised Sanskrit primary schools rose from 761 to 790 but that of their pupils fell from 28,251 to 24,767.

The number of recognised *madrasas* rose from 37 to 41 and that of their pupils from 3,109 to 3,622. The results of the examinations held by the Sanskrit Council and the Madrasa Examination Board appear to have been satisfactory.

The net expenditure from public funds on Sanskrit education other than that given in arts colleges and secondary schools, rose from Rs. 87,690 to Rs. 89,085. These figures exclude the expenditure on primary Sanskrit schools, which fell from Rs. 1,09,458 to Rs. 1,06,532. With the sum of Rs. 27,333 at its disposal for grants-in-aid the Sanskrit Association aided 175 *tols* against 174 last year. An additional sum of Rs. 5,000 was provided for new and increased grants to deserving *tols*, while a sum of Rs. 19,906

was placed at the disposal of the Madrasa Examination Board for grants-in-aid to *madrasas* and the Board aided 32 *madrasas* during the year. An additional grant of Rs. 2,000 was provided in the budget for 1939-40 for aid to the *madrasas*.

Training Of Masters.

The number of Government secondary training schools remained four, one at each of the divisional headquarters. The total number of pupils rose from 216 to 238 excluding 60 in the Basic Training Class at Patna. In view of the decision of Government to convert the Patna Training School into a Basic Training School with effect from session 1939-40, the first year students of that school were distributed amongst the three other training schools. The number of admissions into the training schools at Muzaffarpur, Bhagalpur and Ranchi, respectively, was 39, 67 and 71.

The number of elementary training schools rose from 58 to 60, two unaided schools having been recognised during the year. The number of those managed by Government remained 55. The number of pupils in the non-Government un-aided schools rose from 11 to 65 but in the Government schools fell from 1,098 to 1,093. In addition to these, there were two aided schools in the Chota Nagpur Division in which the roll rose from 44 to 63.

The direct expenditure on all the schools, secondary as well as elementary, whether maintained or aided by Government, was Rs. 2,15,443 of which Rs. 2,09,131 came from Government funds against Rs. 2,15,268 and Rs. 2,10,213 respectively last year.

The quality of work in the elementary training schools continued to improve, particularly in the schools provided with graduate teachers trained in the primary section of the Patna Training College. The number of masters trained in elementary training schools fell from 926 in 1937-38 to 911 in 1938-39, while the number of trained masters employed in primary schools for boys and girls increased from 18,663 to 19,349. The number of female teachers trained during the year was 80 against 104 in the previous year.

The basic education scheme for teachers envisages a three-year course of training. In Bihar, however, the course is being covered in two years—one year of preliminary training to qualify the teachers to take the first two grades of basic schools, and a second year of final training for teachership in a full-fledged seven-year basic school. During the year an emergency six months' training course was arranged for in the Patna Training School in

order that the actual experimental work in the Brindaban area of Champaran might be inaugurated as quickly as possible.

Female Education.

Female education made considerable progress during the year. I.A. classes were opened in the Bankipore Girls' High School. The number of high schools for girls rose from 11 to 12 with an increase of 419 in the number of pupils attending them. The number of middle schools rose from 28 to 40, the first Urdu middle English school for girls being opened at Sasaram. The number of primary schools rose from 2,008 to 2,067 with an increase in the number of pupils from 59,307 to 63,067.

The direct expenditure on girls' education rose from Rs. 8,15,007 to Rs. 8,71,563. The special grant to municipalities for girls' education was increased from Rs. 15,750 to Rs. 30,000 and 20 additional scholarships were created for award for college education. It is satisfactory to find that slowly but steadily untrained teachers are being replaced by trained ones.

There were three training classes for women managed by Government and six controlled by missions but aided by Government. All prepare students for the junior vernacular teachers' certificate examination and three have opened senior vernacular teachers' training classes as well. The number of students attending these classes rose from 277 to 295 and the direct expenditure from Rs. 57,810 to Rs. 66,549.

The number of technical, industrial and agricultural schools for girls rose from 10 to 13, the number of their pupils from 431 to 527 and the direct expenditure from Government funds from Rs. 4,241 to Rs. 11,442.

The number of *atus* (schools) increased from 34 to 40 and the number of their pupils from 945 to 1,093. The number of peripatetic classes rose from 12 to 17, and the number of pupils reading in them from 219 to 374. The number of central gathering classes remained 2 but their roll number fell from 76 to 60.

The Girl Guides movement made satisfactory progress during the year.

Bihar Council Of Women.

The activities of the Bihar Council of Women were guided throughout the year 1938-39 by its new president, Lady Hallett. Her appeal to women to play their part in the drive against illiteracy had good response. The Council and its members did much to spread the literacy movement among women. Good progress was recorded in the various branches of the Council's work. The

Education Sub-Committee visited a number of schools, both upper and lower primary, during the year and helped them with useful advice and distributed books and writing materials to the various institutions. The Hospital Committee, the Blind School Committee, the Deaf and Dumb School Committee all did their work well.

Education Of Europeans And Anglo-Indians.

The number of schools for Anglo-Indians and Europeans remained 17. Four of these were secondary (two for boys and two for girls) and 13 elementary (three for boys and ten for girls). The total number of pupils rose from 1,328 to 1,372. The direct expenditure fell from Rs. 2,14,641 to Rs. 2,13,666, but the indirect expenditure rose from Rs. 1,43,348 to Rs. 1,44,176. The total number of teachers rose from 98 to 102 and that of trained teachers from 70 to 73. No candidates from European schools were presented at the annual Matriculation Examination but two girls were sent up for the supplementary examination in June 1938, both of whom were successful. 20 out of 29 candidates passed the Cambridge School Certificate Examination.

The Joint Board for Anglo-Indian and European Education for the provinces of Bihar and Orissa met once during the year. The Inter-Provincial Board for Anglo-Indian and European Education met in Bombay on the 6th February 1939. Its resolutions included proposals to extend the syllabus of the Cambridge Junior Certificate Examination so as to include a wider range of practical subjects; to request the Inter-University Board to examine the position of the Cambridge School Certificate Examinations in relation to the University degree courses; and to prepare a more suitable scheme of Indian History teaching in European schools.

Education Of Muslims.

The education of Muslims made satisfactory progress at all stages. The number of Muslim pupils under instruction in the province rose from 156,448 to 165,439. The percentage of Muslim pupils to the total number of pupils was 14.54 as compared with the percentage of Muslims to the total population of 12.79. These figures show that the Muslims still remain above the general educational level of the province, though, if they are to maintain it, they should make special efforts in the matter of female education. The number of recognised primary Urdu schools rose during the year by 42 and there was a corresponding increase of 3,898 in their pupils. The number of Muslim pupils in the middle stages rose from 7,536 to 8,260, in the high school stage from 5,136 to 5,682 and in colleges from 644 to 707.

All Momin students reading in colleges were granted free studentships and besides 147 special scholarships were awarded to them at a cost of Rs. 7,000. A grant of Rs. 5,000 was sanctioned for scholarships to deserving students of educationally backward classes among Muslims other than Momins.

Education Of Aborigines And Harijans.

The number of Christian aborigines under instruction rose from 37,321 to 42,704 and that of other aborigines, including those professing Hindu religion, from 51,112 to 58,939. For the expansion of primary education among the aborigines a grant of Rs. 10,000 was made by the Government during the year.

The number of children of scheduled castes under instruction rose from 56,667 to 65,903 and the number of primary schools specially meant for these castes from 187 with 6,026 pupils to 207 with 6,904 pupils. Special facilities were granted for the education of these castes by offering them special scholarships, exempting them from the payment of admission fees and by enforcing rigidly the rule for the grant of free-studentships in schools and colleges. The total sum spent from public funds for the special benefit of the scheduled castes was Rs. 44,450 against Rs. 29,540 last year, while the total sum spent from Government funds specially for the benefit of the aborigines was Rs. 63,868 against Rs. 51,310 last year.

Education Of Criminal Tribes.

The members of the criminal tribes in the province now number 4,836. The number of their children at school rose from 278 to 359, including 10 in the middle stage. The number of special schools for these pupils rose from 6 to 8, two in Tirhut, four in Bhagalpur and two in Chota Nagpur.

Factory Schools.

The number of factory schools rose from 50 to 52. The industrial undertakings concerned employed 1,677 boys and 180 girls. The rolls include 2,515 boys and 163 girls who are either employed or are children of employees, besides 314 other boys and 41 other girls. The expenditure on these schools rose from Rs. 25,795 to Rs. 28,407.

Education Of Defectives.

The number of pupils at the Ranchi and the Patna Blind schools was 57 and 38, respectively. These two schools received from Government recurring grants of Rs. 2,924 and Rs. 1,920, respectively. The Shahabad district board maintains a pupil at the Blind School at Patna at a cost of Rs. 7 a month, while a few

blind pupils are supported by Government at the Bihar National College at Patna by the grant of suitable scholarships.

There were 18 pupils at the Deaf and Dumb School at Patna which received a grant of Rs. 1,200 from Government, while the school at Ranchi had 15 pupils on the roll. A number of district boards maintained defective children at various institutions. There were 304 pupils at the school attached to the leper asylum at Purulia which received from Government a grant of Rs. 720.

Hazaribagh Reformatory School.

The number of boys in the Reformatory School at Hazaribagh rose from 236 to 245, including 117 from Bihar, 98 from Bengal, 17 from Assam and 12 from Orissa, and one from the Baramba State in Orissa. The gross expenditure on the school was Rs. 73,353. The number of boys under surveillance rose from 77 to 100, of whom 88 were reported to have lived an honest life, six were reconvicted and six remained untraced.

The number of boys in the artisan classes attached to the school for outside boys rose from 32 to 44. Eight boys who completed the three years' course were granted certificates. Government have since sanctioned the replacement of the three years' course by a five years' industrial diploma course.

Unrecognised Institution.

The number of unrecognised institutions rose from 2,328 to 2,451 and the number of pupils in them from 70,726 to 76,395.

Miscellaneous.

The number of recognised hostels rose from 591 to 612 and the number of boarders residing in them from 22,391 to 22,888, but their expenditure fell from Rs. 3,79,295 to Rs. 3,66,116. The number of hostels under the Students' Residence Committee at Patna fell from 15 to 13. The average number of boarders in all the hostels under the Committee rose from 281 to 305 and that in hostels managed or aided by Government from 189 to 196. The total expenditure on hostels was Rs. 19,427, including Rs. 10,497 from Government funds.

The Education Re-organization Committee, the Education Code Revision Committee and the Hindustani Committee continued their labours during the year.

The Boy Scouts (including the Hindustani Boy Scouts), Girl Guides and Bratachari Movements made progress.

A scheme for the establishment of a military training school with a view to turn out instructors in military training for the schools and colleges in the province at an estimated cost of Rs. 53,216 recurring and Rs. 18,000 non-recurring was under the consideration of Government.

There was sporadic trouble in educational institutions over the hoisting of flags and the singing of Bandematram, leading to communal tension. Thanks to tactful handling and Government's clear pronouncement on the question, the situation did not take a more serious turn.

CHAPTER VI.

Public Health and Medical Relief.

There have been unmistakable signs of a growing consciousness of the value and significance of public health. Much more attention was paid to the problems of rural sanitation and medical relief by the popular Government and many improvements were effected in these directions during the year.

Vital Statistics.

The total number of births rose from 1,100,657 in the previous year to 1,116,178 in the year under review, while the total number of deaths rose from 729,454 to 763,733, the increase being chiefly due to the occurrence of a comparatively larger number of deaths from fevers. The excess of birth over death rate was 10.9 as compared with 11.5 in the previous year. Registration of vital occurrences is compulsory only in municipal areas. A certain percentage of the reported vital occurrences was investigated and verified by the officers of the Public Health Department. The reporting agency for vital occurrences, both in municipal and rural areas, is the police though lately the Health Officers of some of the bigger municipalities have been appointed as Registrars of Births and Deaths and the responsibility of collection and verification of vital occurrences has been transferred to them. This measure has brought about a distinct improvement in the registration of vital statistics in the municipal areas concerned.

The highest birth rate (46.8) was recorded in the Gaya district and the lowest birth-rate (25.3) in the district of Singhbhum.

The following table gives comparative incidence of the chief diseases :—

	Urban.		Rural.		Combined.	
	Ten years average.	1938.	Ten years average.	1938.	Ten years average.	1938.
Cholera ...	0·7	0·2	1·5	0·5	1·5	0·4
Smallpox ...	0·5	0·4	0·4	0·2	0·4	0·2
Plague ...	0·05	0·07	0·1	0·05	0·1	0·05
Fevers ...	6·6	6·6	17·7	19·5	17·2	19·0
Dysentery and diarrhoea.	0·6	0·7	0·1	0·09	0·1	0·1
Respiratory diseases	0·5	0·5	0·07	0·07	0·09	0·09
Injuries ...	0·5	0·5	0·3	0·3	0·3	0·3
All other causes ...	4·3	4·5	3·3	3·3	3·4	3·4
Total ...	13·8	13·5	23·5	24·0	23·1	23·6

Cholera.

The total number of deaths from cholera rose from 13,949 in the previous year to 14,750 during the year though the death rate from the disease remained the same, viz., 0.4 per mille of population. The districts of Champaran and Darbhanga and the towns of Bettiah and Roserah recorded the highest number of deaths.

To assist the local bodies in combating the disease, Government deputed 24 doctors on epidemic duty to the infected areas and disinfectants and cholera vaccine were distributed by the Public Health Department. The number of doses of cholera vaccine issued during the year was 593,375 as against 640,000 during the previous year. Anti-cholera inoculation has now become a popular preventive measure and the faith of the public in its efficacy is on the increase.

As a result of its extensive use during the last 9 years cholera-phage has now fully established its utility both as a curative and as a prophylactic agent. It is now definitely found that its use as a curative agent gives the best results when used in the early stage of the attack and as a prophylactic agent it invariably cuts short the epidemics provided immediate steps are taken to phage the total population exposed to infection. 160,350 phials of cholera-phage were prepared during the year in the Bacteriophage Laboratory at Patna and 119,402 phials were distributed to various towns and districts of the province.

Small-pox.

The total number of deaths from small-pox decreased from 7,485 in the previous year to 5,977 during the year and the death rate was the same as last year, viz., 0.2 per mille of population. The low death rate is attributable to the immunity conferred by fairly extensive vaccination and revaccination. The highest death rate was registered in the districts of Palamau, Gaya and Saran. Among the towns, Gaya, Muzaffarpur and Monghyr reported the highest death rates. 1,500,764 vaccination operations were performed in the province during the year, of which 505,969 were cases of revaccination. Primary vaccination is compulsory in all the municipal towns and also in the rural areas of nine districts. The control of vaccination has been transferred to those local bodies which have initiated health organisation schemes and the health officers of these districts have been appointed Superintendents of Vaccination. Although the total annual vaccination operations now amount to over a million and a half, the proportion of vaccinated persons in the province still remains far below the figure necessary to prevent epidemic outbreaks.

Plague.

The number of deaths from plague rose from 1,470 in the previous year to 1,838 during the year. The death rate was the same as in the previous year, viz., 0.08 per thousand of population. Though the incidence of plague has greatly declined in the province in recent years, the disease still persists in some of the districts. The district of Saran recorded the highest death rate followed by Muzaffarpur and Champaran. The town of Bettiah also remained infected almost throughout the year. To combat the disease a plague hospital was opened in January 1938 at Bettiah and a number of cases were treated with plague serum under Dr. Wagle of the Haffkine Institute of Bombay at the instance of the Public Health Department. It is interesting to note that deaths among the cases treated with serum were only about 27 per cent against over 56 per cent among the control cases treated with Iodine.

Dysentery And Diarrhoea.

There were 3,725 deaths from this group of diseases as against 4,006 deaths in the previous year. The towns which recorded the highest death rates were Lalganj (2.6), Colgong (2.4), Gaya (2.0) and Revelganj (1.9). The fact that the highest number of deaths occur from these diseases usually during the monsoon months demonstrates that the incidence of these diseases as well as other bowel diseases is closely associated with the nature of conservancy service and the state of water-supply.

Malaria.

The high incidence of malaria during the year under review is reflected in the increased number of deaths from fevers which were 615,966 as against 584,873 in the previous year. A fact which is sometimes not fully realised is that over 80 per cent of the total deaths in the province is annually attributed to " fevers " and although a large number of deaths from other diseases in which fever is a prominent symptom are included under this group, it is believed that a large proportion of them is caused by malaria.

Kala-Azar.

92,000 cases of Kala-azar were treated in the hospitals and dispensaries in 1937 and out of this 83,961 cases were treated in the districts of North Bihar. As it was obvious that the incidence of the disease was high in these areas, Government sanctioned a grant of Rs. 6,200 for establishing five Kala-azar treatment centres in North Bihar, viz., two in the Kishanganj subdivision in the district of Purnea and one in each of the districts of Bhagalpur, Darbhanga and Muzaffarpur.

Tuberculosis.

The number of persons treated for this disease in hospitals and dispensaries of the province was 24,753 as against 21,492 in the previous year. A great drive against the disease was made during the year through the agency of King George V Tuberculosis Association, branches of which now exist all over the province. Sixteen anti-tuberculosis clinics functioned during the year. Besides examination and diagnosis of patients complaining of chest diseases by honorary physicians attached to the clinics, visits were made to affected areas and suspected cases were kept under observation. The Association secured facilities for free sputum examination of the clinic patients at sadr hospital laboratories and X'Ray examination at a reduced rate. Active propaganda through leaflets was undertaken to educate the general public against the dangers of tuberculosis infection and necessary preventive and curative directions were given.

Leprosy.

There were 44 outdoor leper clinics in the year against 41 in the previous year. At these clinics 9,598 patients were treated during the year against 17,967 in the previous year. The number of leper asylums in the province remained the same, i.e. seven as in the previous year. In addition to the out-patients treated at the above-mentioned outdoor clinics, 2,223 in-patients and 2,843 out-patients were treated in these asylums during the year against 2,415 in-patients, 2,843 out-patients in the previous year. Marked improvement was observed in those cases which were treated early and regularly but early cases rarely attend the clinics in some places while advanced cases are pre-dominant. Persons were instructed by lectures and posters regarding the benefit of the treatment and the precautions they should observe in their own interest and of the general public.

In order to keep in touch with the old patients and discover new ones a survey was carried out by the staff of the Saldaha Leper Colony in the district of Santal Parganas through weekly visits to villages. Thirty-three new cases were found and 92 old patients urged to continue treatment. In all 33 villages were surveyed. The Purulia Leper Home and Asylum showed marked progress in its activities. The outstanding feature was the great increase in the number of children who came for treatment. There were 103 leper children in residence and in the first 6 months of 1938 no less than 33 children offered for curative treatment at the out-patient clinic.

Health Propaganda And Special Measures.

The Public Health Bureau carried on public health propaganda as in the previous year. A large number of pamphlets and leaflets were issued from time to time to the local bodies for distribution among the visitors at the fairs and festivals in the province. Pictorial health posters, models and charts were sent out to be exhibited at the fairs and festivals. Special precautions, as usual, were taken to enforce sanitary measures for the control of epidemic diseases on the occasion of important fairs and festivals. The Red Cross Health Museum housed in the Patna Museum continued to attract a large number of visitors from all parts of the province. 153,855 persons as against 143,082 in the previous year visited the Museum. Of these 23,755 persons visited the Museum on one single day on the occasion of the Sonepur Fair.

School Hygiene.

13,403 boys and 1,460 girls were examined during the year. 39.7 per cent of boys and 72.87 per cent of girls were found to be suffering from various forms of ailments such as enlarged tonsils, pyrrhoea and dental caries, errors of refraction, malnutrition, etc. Major defects of eye and heart and pulmonary tuberculosis were also noticed in a few cases. As usual, the particular defects from which the children were suffering were brought to the notice of parents and guardians. Without sincere co-operation of the latter no appreciable improvement in the health of students of school-going age can be effected, and in view of the fact how essential it is, it should continue to receive special attention.

Public Health Laboratory.

During the year 3,640 samples were examined chemically and bacteriologically as compared to 2,905 of the previous year. Of these four samples were received from private bodies. 50 samples of *ghee* received from various districts were analysed for experimental purposes. Besides 1,331 samples of water were examined bacteriologically. 2,284 samples of foodstuffs, 867 samples of *ghee*, 903 samples of mustard oil, 140 samples of sweetmeats, 79 samples of milk, 222 samples of *atta* and 73 samples of other articles were chemically examined and analysed. In view of the problem of food adulteration such examination assumes great importance. Of the samples of *ghee* analysed under the Food Adulteration Act, 342 or 41.86 per cent were found below the standard or adultered as against 52.87 per cent of the previous year, while of the samples of mustard oil 200 or 22.15 per cent were found below the standard or adulterated as against 12.98 per cent of the previous year. Of the samples of sweetmeats

74 or 52.86 per cent were found to have been made of adulterated *ghee* or oil as against 69.29 per cent of the previous year. Of the samples of milk, 39 or 49.11 per cent were found to be adulterated as against 65.71 per cent. 72 prosecutions were instituted under the Food Adulteration Act, of which 50 ended in conviction.

Nutrition Research.

Increased attention was paid during the year to problems connected with nutrition. A nutrition research scheme was sanctioned by Government at the beginning of April 1938 and field work was started about the middle of the year. The object of the scheme is to suggest an adequate and balanced diet of a minimum cost and to advise on the nutritive value of each kind of foodstuff usually consumed by the people of Bihar. During the year under review a good deal of useful work was done by the Nutrition Officer and his staff. A diet survey was carried out in certain college hostels and also among 200 families in different parts of Jamshedpur and over 150 aboriginal families in the district of Santal Parganas. One of the important deficiency noticed during the survey was the lack of green leafy vegetables in the dietary irrespective of the economic status of the respective bread-winners or 'earners'. This defect could easily be remedied if the house-holders took to maintaining a modest kitchen garden consisting of a few creepers and plants like *kaddu, kohra, gandhari or tharia sag*, etc. The lack of sufficient animal protein (milk, eggs, meat or fish) was also noticeable. It is quite understandable that lowest income groups (up to annas 0-12-0, Re. 1 or Rs. 1-8-0 daily) could not afford to consume enough of these costly edibles but one fails to account for their non-inclusion in adequate amount in the highest income group (over Rs. 3 per day). Proper adjustment of the food budget in the light of modern knowledge can only be possible if the people are enlightened on the advantages of healthy food habits. Of the children examined 13.9 per cent were found malnourished.

Jharia Mines Board Of Health.

The Jharia Mines Board of Health controls the sanitation of Jharia and the neighbouring mining fields which extend over an area of 787 square miles and cover the whole of the Dhanbad subdivision with the exception of the Dhanbad municipality and serves a population of well over half a million. Eight more collieries were connected to the Jharia Water Board mains, thus bringing the total number of the connected collieries to 200. Collieries not yet linked up with the Jharia Water Board Supply were served with notices requiring them to link themselves up with

the Jharia Water Board mains, because it was thought necessary to do so in the interest of other collieries.

The drainage scheme in Jharia continued to be in full functioning order during the year and steps were taken to construct roadside drains in Poddar Kulhi and Jharia.

A five-year housing programme of the Board introduced in 1936 remained in force. Licenses for 29.16 dwelling houses were issued during the year and of these 27,167 licenses were issued for permanent structures.

The total number of births during the year was 14,736 giving a birth rate of 27.21 as against 27.56 of the previous year, while the total number of deaths was 8,847 recording a death rate of 16.34 as against 15.50 of the preceding year. The death rate rose by 0.84 due to the increase in the number of deaths from malaria, dysentery, diarrhoea and cholera. The infant mortality rate was reported to be 115 as compared with 92 in the previous year.

The work in connection with maternity and child welfare scheme was continued during the year and the whole area continued to be divided in three circles and served by qualified health visitors. A number of trained midwives and *dais* were also employed on this work.

Medical Institutions.

The year witnessed an all-round increase in the number of hospitals and dispensaries. A feature was the introduction of a scheme for subsidizing doctors in rural areas. The number of hospitals and dispensaries at the beginning of the year was 600. Twenty-four new dispensaries were opened, including a travelling motor dispensary. Of these two were closed and one each of class VI and class VII was transferred to class V(*ii*) and class III, respectively. The year thus closed with 620 dispensaries, 516 rural and 104 urban.

The total number of patients treated for all diseases in all classes of hospitals and dispensaries increased from 7,502,226 to 8,300,126 during the year. The total bed capacity of the hospitals also increased from 3,704 to 4,198 for men and from 1,944 to 2,275 for women. In all 411,478 surgical operations were performed against 389,045 in the previous year, of which 97.91 were successful and cured the patients as against 93.65 in the previous year. There were 6,628 deaths from various diseases in the hospitals and dispensaries of the province against 6,144 in the previous

year. The total expenditure incurred by Government over the maintenance and supervision of medical institutions was Rs. 27,20,519 during the year.

With a view to bringing medical treatment to the very door of the people in the rural areas, a scheme of subsidizing doctors in these areas was sanctioned by Government and introduced by local bodies during the year. The scheme gained immense popularity and many district boards started subsidised dispensaries to provide for medical facilities in remote rural areas.

Medical Aid To Women.

The hospitals for women at Patna, Barh, Gaya, Ranchi, Monghyr, Bettiah, Bhagalpur, Hazaribagh and Chakradharpur were maintained as previously and did useful work. In almost all cases women's wards were attached to the general hospitals and at places even separate arrangements existed for the distribution of medicines. Competent lady doctors are employed at most of the Sadr and subdivisional hospitals.

The Bihar Maternity and Child Welfare Society continued to render useful service. Eight centres started by the Society progressed satisfactorily. The Society made contributions to the various centres which also received financial help in the shape of subsidies from the local bodies concerned. Seventeen Maternity and Child Welfare Centres functioned during the year in the province and of these 13 were located in the urban and two in the rural areas. Seven health visitors, including one maternity supervisor, entertained by Government, 80 trained midwives and 72 trained indigenous *dais* were employed throughout the province. Of these 32 trained midwives and 23 trained *dais* worked in the rural areas. Over and above these, the industrial areas under the Jharia Mines Board of Health and Tata Iron and Steel Company maintained their own Maternity and Child Welfare organisations.

Medical Education.

The Prince of Wales Medical College, Patna, entered on its fourteenth session during the year. Seventy-eight applications were received for admission into the college, of whom 43 candidates were admitted to the First Year class of the College including two girl students. Of the 22 students who appeared for the Final M.B.B.S. Examination, 12 were successful. Various departments of the College increased their usefulness by the addition of most up-to-date instruments and appliances to their laboratories.

In the Darbhanga Medical School 45 male and 3 female students were admitted to the First Year Class during the year.

Eighty-two appeared for the Final examination of whom 46 were successful. 230 students were taught in the Licentiate Class during the year.

Mental Hospitals.

The Indian Mental Hospital at Ranchi continues to receive patients from the Provinces of Bengal, Bihar and Orissa. The allocation of beds to the Provinces being the same as in the previous year, viz., Bengal 75 per cent, Bihar 20 per cent and Orissa 5 per cent. The sanctioned accommodation of the hospital, including the emergency beds was the same as in the previous year, viz., men 1,108, and women 272, making a total of 1,380. The total admission during the year was 135 men and 40 women patients. The following is the ratio per cent of cases recovered to total admissions for the year 1938 and the two previous years :—

Year.	Male.	Female.	Total.
1938	28·15	27·50	28·00
1937	27·87	31·26	28·57
1936	21·15	25·58	23·42

The Superintendent emphasizes the advantages of early treatment of mental diseases. During the year 1938, 175 patients were admitted into the hospital for treatment, majority of whom were old chronic cases for whom nothing could be done but the palliative treatment with no hope of recovery. Mental disease is as much curable as a general disease in its early stage. Those hospitals in the west which are fortunate enough to receive early cases for treatment, achieve 70 per cent recovery in their cases and it is possible to achieve this percentage in Indian hospitals if cases were brought for treatment in their early stages.

As usual, modern methods of treatment are followed in the institution, Occupational Therapy taking a prominent place.

A new feature was the introduction of remedial exercises on the lines of Margaret-Morris Movement as practised in several modern mental institutions in England. The physical exercises in Margaret-Morris Movement classes are set to Schubert marches and Waltzes which are played either on piano or on gramophone records. However, in Mental Hospitals, where it is more important to get a response from patients than to educate their musical taste, any music is beneficial which appeals to them. In

mental patients the participation in such exercises provides a strong mental stimulus sustaining the patients' interest when treatment has to be continued over a long period and makes co-operation between patients habitual. The knowledge that they are a part of a group and not separate units tends to take their minds off their troubles and help the self-consciousness to forget themselves. The Bratachari Movement, which has many points in common with the Margaret-Morris School of dancing, was introduced in this hospital. Ten attendants have to be trained in the Bratachari Movement and it is proposed to hold regular remedial classes under this trained staff.

The Ranchi European Mental Hospital continues to receive patients from Assam, Bihar, Bengal, Baluchistan, the Central Provinces and Berar, the North-West Frontier Province, Orissa, the Punjab and the United Provinces. Patients from the Indian States and the French Settlement of Chandernagore are also eligible for admission. Subject to certain conditions, it was decided during the year to make 10 beds available for Indian paying-patients of European habits in the Hospital. The total number admitted during the year was 65 (males 34, females 31) as compared with 46 (males 21, females 25) in the previous year. The total population of the hospital for the year was 316 (148 men and 168 women) as compared with 275 (127 men and 148 women) in the previous year.

The ratio per cent of cases discharged as "cured" and "improved" to direct admissions during the year was 42.88 cured and 3.90 improved as against 31.85 and 8.69, respectively in the previous year.

All modern methods of treatment were practised in this institution. Of the newer methods of treatment, 'convulsion therapy' yielded fairly successful results.

The total expenditure over the European Mental Hospital was Rs. 4,30,718 as compared with Rs. 4,29,795 and over the Indian Mental Hospital Rs. 4,63,509-2-1 as compared with Rs. 4,83,678-5-4 in the previous year.

Itki Sanatorium.

During the year 233 applications were received for admission into the Itki Sanatorium of whom only 157 were admitted. The total strength of the Sanatorium was 252, including 95 cases coming on from the previous year. The analysis of cases under "Occupation" showed that of all the patients admitted, students formed the

largest number. The medical statistics showed that 82.2 per cent of cases seeking admission belonged to the advanced stage. Of the 140 cases discharged, 20 were arrested, 50 much improved, 19 improved, 39 were stationary, 1 worse and 11 died. It is impossible to expect any improvement, not to speak of full recovery, in such advanced cases within a short period. Unfortunately, about half the number of the above cases had to abandon their treatment on account of their unfavourable financial condition.

All the modern methods of treatment were adopted.

A sum of Rs. 28,410 was sanctioned by Government for building a recreation hall for the Sanatorium.

The Radium Institute.

The total number of patients treated at the Patna Radium Institute in 1938 was 2,906 against 2,875 in the previous year. Eighty-seven cases were examined but not treated as they came at a very advanced stage of their disease when nothing could be done for them or were otherwise unsuitable for radium treatment. Forty-nine cases abandoned treatment for either not obtaining the desired benefit or for other reasons. 116 cases did not show any improvement and failed to respond to treatment and 15 cases died, the latter being most extreme cases. 365 cases improved under treatment and more or less relieved of their sufferings, while 184 cases became clinically free from all signs and symptoms of their diseases and 36 were completely cured.

The fees received from the patients during the year for radium treatment amounted to Rs. 6,430.

Although several centres are now available for radium treatment throughout the country, Patna still continues to draw patients not only from all the provinces and States of India but from outside countries also such as Burma, Afghanistan and East Africa. The great majority of the cases continue to be the ' dead-wood ' of other hospitals and they, therefore, do not respond to treatment. The importance of early diagnosis of cancer and early treatment has been emphasised more than once by the Superintendent of the Institute.

The Pasteur Institute.

Decentralisation of Anti-rabic treatment in the province continued. Several centres for this purpose were opened at a number of Sadr hospitals and such centres now number 11. Altogether 6,800 patients received treatment at the Institute and its subsidiary centres.

St. John Ambulance Association.

The year saw great expansion in the activities of the Bihar St. John Ambulance Association. Local centres of this Association were started at all district headquarters and six other special local centres were opened at the Darbhanga Medical School, Prince of Wales Medical College, Patna, Dhanbad-Jharia Coalfields, Jamshedpur, Bokaro and Giridih. All these centres held free instructional classes and imparted training to candidates in first aid, home nursing, hygiene, sanitation, etc., according to the prescribed syllabus. Ambulance and nursing divisions were also formed wherever possible. Efforts were also made to start some A. R. P. classes in the Province.

The membership of the Association considerably increased during the year. 4,000 persons were instructed in the various subjects and nearly 2,000 were certificated. Many students from various schools and colleges and members of the University Training Corps and Boy Scouts received the necessary training.

Eighteen Brigade Units, including Ambulance and Nursing Divisions, were formed. The services of these Divisions are available, when necessary, for public duty or any other emergency.

CHAPTER VII.

Maintenance of Peace, Administration of Justice and Jails.

Police.

For the second year in succession there was a marked increase in crime throughout the province. The police had, therefore, a difficult time during the year largely because of their preoccupation in dealing with threats of agrarian and communal troubles or actual riots of this character and industrial strikes. And this general agrarian and economic unrest may be regarded as the principal factor in the increase of crime. With the advent of the sowing season numerous disputes arose concerning the cultivation of bakasht lands in Gaya, in the Sasaram subdivision of Shahabad, in Monghyr and the bordering areas of the Patna district. In the Barahiya Tal (Monghyr) there was a long and obstinate contest between landlords and tenants attended with violence and crop-looting. Reora in the Gaya district was another storm centre.

The communal situation also deteriorated to such an extent that any trivial incident was apt to precipitate rioting.

A satisfactory feature was that the police were able to enlist the co-operation of the general public in the detection and prevention of crime. Village defence forces were formed in the areas specially affected by robberies and dacoities.

A sum of Rs. 19,689 was spent in rewards to 4,463 policemen and Rs. 7,331 to 1,701 members of the public for the assistance given to the police. 118 criminal charges were made against the police. Of these cases, 3 were declared true, 22 false, 39 dismissed, 12 convicted, 12 acquitted, 6 withdrawn and 24 were pending at the close of the year. The total number of police officers and men on whom judicial and departmental punishments were imposed was 66 and 459 against 93 and 471 respectively in the previous year. Of these, 3 officers and 49 men were dismissed, and 53 officers and 94 men preferred appeals against major punishments. In 81 cases, the orders passed were upheld, in 44 they were modified or reversed, in 2 enhanced and 20 cases were pending at the close of the year.

The total expenditure on the police force during the year was Rs. 71,50,488. The grant for construction and maintenance of

police buildings was Rs. 1,86,486 or Rs. 2,15,186 less than in the previous year. Besides Rs. 1,97,863 was allotted for the construction of buildings damaged in the earthquake of 1934.

Among the improvements effected in the police force were the spread of literacy amongst chaukidars in pursuance of the mass literacy campaign, the imparting of instruction in First Aid to all policemen at the Constables' Training School and the Police Training College, so that they may qualify for St. John Ambulance certificates and assist in the formation of ambulance units, the introduction of Khaddar for police clothing wherever possible and the enlistment of a large number of scheduled caste men into all ranks of the force.

The services of the Military Police were requisitioned in connection with industrial strikes, communal and agrarian troubles. Detachments from the Bhagalpur Military Police were deputed to Musabani and Dhanbad, from the Gurkha Military Police to Jamshedpur, Ghatshila and Dhanbad in connection with industrial strikes, to Patna and Bihar Sharif on account of communal trouble, to Gaya on account of agrarian unrest and the Mounted Military Police to Bikramganj (Shahabad) for the Bakr-Id and in connection with other agrarian, communal and industrial troubles in different places. All units maintained a high standard of efficiency and discipline. The Gurkha Military Police were honoured by the gift of a new bag-pipe by His Excellency the Governor of Bihar.

Literacy is now one of the essential conditions of recruitment to the police force. Of the 446 constables (including 53 aboriginals and three belonging to the scheduled castes) enlisted, 86.3 per cent were able to read and write well, 11.2 fairly well, while only 2.4 could neither read nor write. Training in "First Aid" was given to 144 men at the Constables' Training School, and of these 124 qualified. All the 74 cadets under training at the Police Training College passed in "First Aid".

The work of the village police was, on the whole, satisfactory and the reporting of ordinary crime was fairly prompt but a tendency to suppress information in communal and agrarian cases was noticeable and was firmly dealt with by the authorities. In Saran, the efforts of a dafadar and a chaukidar averted a riot during the Bakr-Id. In Champaran, a chaukidar managed to lure 4 Doms, absconding from the Criminal Tribal Settlement of Chauterwa, to his house where he trapped them with the help of villagers. In Monghyr, a dafadar captured an escaped prisoner

single-handed. At Ranchi, a chaukidar arrested a person who had committed a murder on the previous night and in Singhbhum another chaukidar effected the arrest of an accused in a murder case. There were a number of other cases in which chaukidars rendered valuable services in the detection of crime.

A noteworthy development was the introduction of literacy amongst chaukidars. In accordance with the Hon'ble the Prime Minister's instructions that all chaukidars below 40 should try to achieve literacy within six months, 22,000 attended their local mass literacy centres.

Revolutionary Crime.

There was only one terrorist outrage during the year. On the 14th April, Ram Singh *alias* Zamin Ali while absconding in the Pipradih Train dacoity case of the United Provinces visited Gaya along with Nikeshwar Dutta. They aroused the suspicion of a taxi-driver and when the latter refused to take them to Koderma, Ram Singh whipped out a revolver and threatened him and his cleaner. Subsequently the absconders fled towards the Brahmjoni hill and a police party located them. Ram Singh opened fire, injuring a Police Sub-Inspector. Nikeshwar was arrested next morning and Ram Singh, who escaped, was arrested later in Gonda district, United Provinces. They were convicted early in 1939, Ram Singh being sentenced to 10 years' rigorous imprisonment and Nikeshwar Dutta to 4 years' rigorous imprisonment.

Crime.

Cognizable cases rose from 35,596 in the previous year to 40,128 during the year under review. The increase was mainly under offences against the person and offences against property and is attributed to agrarian and industrial unrest, failure of crops due to floods and a poor rainfall and an influx of foreign criminals. True cases of culpable homicide, rioting, dacoity, burglary, theft, cattle theft and robbery increased by 10.8, 7.5, 2.3, 12.3, 13.7, 8.5 and 10.9 per cent respectively, while murder only decreased by 7.0 per cent. The number of reported non-cognizable cases was 64,656 against 63,917 in the previous year. The increase was mainly under minor offences against the person. The value of property stolen was Rs. 15,78,931 against Rs. 21,53,628 in the previous year and of property recovered was Rs. 1,28,984 against Rs. 1,39,970.

Murder.

There were 255 cases of murder against 273 in the previous year. In 26 cases the victims were alleged to have practised witchcraft and 19 were murders for gain. 21 per cent of the cases were the outcome of

intrigue with women and 11 per cent due to revenge. In a case in Gaya, the accused, suspecting his wife's fidelity, murdered her and two other members of his family. In a case in Ranchi, the father struck his newly born son in a fit of insanity and caused his death. In the same district, a girl's paramour was done to death by his rival and an unmarried girl was murdered by her lover. In Singhbhum, the accused killed his aunt who was believed to have brought about his wife's death by witchcraft. In Jamshedpur, a Pathan stabbed another Pathan to death in a squable over the use of a water hydrant. Out of a total number of 114 cases involving 311 persons that were tried only 56 cases involving 91 persons ended in conviction.

Riots.

Riots and unlawful assemblies rose by 8.1 per cent from 698 in the previous year to 755 during the year. The increase was mostly noticeable in Bhagalpur, Santal Parganas, Darbhanga, Muzaffarpur, Hazaribagh and Shahabad. The increase in Bhagalpur was mainly due to a series of communal riots which occurred in the town in connection with the Rath Jatra festival. In the Santal Parganas, Hazaribagh and Muzaffarpur it was due to land disputes and in Darbhanga to Kisan agitation. Industrial and agrarian unrest accounted for the increase in Shahabad. The decrease was most marked in Purnea and Manbhum. 525 cases involving 6,439 persons were tried of which 401 cases involving 3,137 persons ended in conviction and 124 cases involving 3,302 persons were acquitted. 54 riot and unlawful assembly cases were due to communal clashes and two cases to "Bitlaha" (a Santal custom of ostracism).

Dacoity.

There were 325 cases of dacoity against 259 in the previous year. The most noticeable increases occurred in the Santal Parganas, Patna, Gaya, Shahabad, Manbhum, Champaran and Hazaribagh. The increase in most cases was due to the influx of outside criminals. Flying squads and other schemes were organised to combat the increase. The percentage of cases placed on trial rose from 31 to 34.4 while that of successful prosecutions fell from 68.3 to 52.6. The percentage of persons convicted was 38.7 against 46.4 in the previous year.

Robbery And Burglary.

There were 264 cases of robbery as against 235 in the previous year and 18,918 cases of burglary against 16,588 during the year. Of the former, 47 were highway robberies, 1 a train robbery, 1 a mail robbery and

1 was a robbery by administering poison. Marked increases occurred in Purnea, Shahabad, Patna and Manbhum and satisfactory decreases in Monghyr, Darbhanga and Ranchi. The increase in Purnea was due to better reporting and in Patna to the activities of certain bad characters who were suitably dealt with. The rise in Shahabad is attributed to the influx of labourers and to some extent industrial and agrarian unrest and in Manbhum was due chiefly to the economic depression. On the Bengal and North-Western Railway, an Advocate travelling in a second class compartment was relieved, at the point of a dagger, of his diamond ring and cash. The culprits were ultimately traced and convicted. The districts in which an increase in cases of burglary was reported were Darbhanga, Muzaffarpur, Patna, Manbhum, Santal Parganas and Champaran. Generally speaking, the increase in most districts was due to better reporting.

Theft.

True cases of ordinary theft rose from 9,501 to 11,018. Appreciable increases occurred in Purnea, Santal Parganas, Patna, Bhagalpur, Monghyr and Manbhum. In Purnea the increase was attributed more or less to the same causes as in the case of other forms of crime. 2,855 cases involving 9,898 persons were tried. Of these 89.2 per cent ended in conviction against 90.6 per cent in the previous year, and of the persons tried 44.2 per cent were convicted against 42.8 per cent in the previous year.

Offences Against Currency.

There were 19 cases of note-forgery against the same number last year. 15 cases of coining involving 22 persons ended in conviction. 4 persons were rounded up in the Champaran district while manufacturing counterfeit coins and all were convicted.

Fatalities.

There was an increase in the number of true cases of culpable homicide, the figure being 166 against 148 in the previous year while infanticides fell from 22 to 15. Cases of suicide rose from 618 to 630, the largest number being contributed by the Chota Nagpur Division. The total number of cases reported as death by accident was 13,183 of which 20 were cases of murder, 5,229 of drowning and 4,662 were due to snake-bite.

Other Crimes.

There were 241 cases of arson against 220 in the previous year. Of these 37 cases were sent up for trial and 16 ended in conviction. This form of crime was particularly prevalent in the districts of Shahabad, Bhagalpur,

Monghyr, Santal Parganas and Manbhum. Of 145 cases of mischief to animals against the same number last year, 67 were sent up for trial and 49 involving 75 persons ended in conviction. The only case of flaying goats alive ended in the conviction of the accused. There were 668 cases of swindling, including 164 of professional swindling. Of these 226 cases involving 964 persons were sent up for trial and the percentages of persons and cases convicted were respectively 28 and 90 as against 33 and 90 in the previous year. Out of 166 professional swindlers tried, 71 were convicted. There were 8 cases of note-doubling against 2 in the previous year.

Railway Crime.

True cognizable cases on the Railways rose from 1,057 to 1,133. The Bengal and North-Western Railway registered an increase of 22 cases and the East Indian Railway 54. The increase on the latter Railway was chiefly due to the increase in pick-pocketing cases. Railway accidents accounted for 382 deaths against 510 in the previous year. Besides, there were 81 cases of suicide and 3 cases of collision in which 17 persons were injured. There were 27 cases of obstruction, the most serious being the derailment of the Punjab Mail in which 2 persons were killed and 41 injured. Of the 27 cases, 5 involving 8 persons were sent up for trial, all ending in conviction.

False Cases.

As compared with the previous year, a slightly larger percentage of the persons, who brought maliciously false cases, were prosecuted and a smaller percentage of those prosecutions resulted in convictions. The number of cases declared maliciously false during the year was 1,463 against 1,203 in the previous year. The largest percentage was in Dhanbad and the smallest in Darbhanga. The percentage of awards of compensation under section 250 of the Criminal Procedure Code to cases declared false after trial increased from 50 per cent in the previous year to 67.8 per cent during the year.

Surveillance.

The year closed with 24,402 persons on the police surveillance list of whom 3,193 were in jail, 2,195 were untraced and 19,014 were under surveillance. 333 persons were arrested by constables who recognised bad characters on sight. The number of arrests by picketing parties rose from 519 to 527. Results were good in Purnea, Hazaribagh, Palamau, Manbhum, Dhanbad, Patna and on the East Indian Railway where all the arrested persons were convicted although the number of arrests were few, 2,528 officers and men were

employed on town patrol duty. Burglaries in town rose from 2,767 to 2,911. The most noticeable increase was in Patna, Muzaffarpur and Darbhanga. Poor street lighting is one of the causes of burglary. There were 17,964 street lamps at the close of the year against 17,984 in the previous year. In addition to the regular road patrols, certain crime affected areas were given the services of temporary road patrols.

Criminal Investigation Department.

The history of 94 professional criminals were added to and 39 eliminated from the records leaving a total of 3,997. 23 references involving 24 persons from Bengal, Orissa and Delhi were dealt with. There were 4,836 registered members of criminal tribes at the close of the year belonging to ten tribes and 70 gangs as against 5,038 in the previous year. 399 members were convicted of offences under the Criminal Tribes Act or the Indian Penal Code or bound down under the preventive sections of the Criminal Procedure Code as against 428 in the previous year. The number of questioned documents increased from 103 to 143 and the Handwriting Experts gave evidence in 59 cases against 30 of the previous year. The Photographic Section prepared photographs of 136 criminals, 1,191 manuscripts and 479 finger-prints in addition to other miscellaneous work. The Finger Print Bureau examined 5,649 slips and identified 1,052 old criminals, while 8,233 new slips were placed on record and 1,804 slips eliminated thus leaving a total of 185,668. Finger Print Experts gave evidence in 392 cases of which 346 were private cases and furnished opinions on 8 cases. The Bureau continued to be self-supporting, the fees received being Rs. 26,061-5-0 and the cost of its maintenance approximately Rs. 23,400.

Motor Vehicles.

The number of motor vehicles rose during the year from 8,176, including 524 lorries and 1,168 buses, to 8,979, including 618 lorries and 1,229 buses. The amount of tax collected during the year was Rs. 5,89,215-13-6. 440 persons were injured in motor accidents as against 488 in the previous year. 87 of these proved fatal against 89 in the previous year. There were 2,455 prosecutions under the Motor Vehicles Act, 1,888 under the Motor Vehicles Taxation Act and 243 under the Indian Penal Code against 2,451, 205 and 256 respectively in the previous year.

Criminal Justice.

During the year, 94,870 criminal offences were reported, of which 57,384 were offences under the Indian Penal Code and 37,486 under special and local laws, an increase of 4,823, or 9,2 per cent, and a decrease

of 3,333 or 8.2 per cent, respectively, as compared with the figures for the previous year. The number of offences reported increased in 9 districts and decreased in 7, the largest increases being in Manbhum and Shahabad. The increase in the former was due to an increase in the number of offences both under the Indian Penal Code and under special and local laws, while the increase in the latter was reported to have been due to a large number of offences under the Vaccination Act. The largest increases were in Saran and Patna.

Complaints were dismissed in 16,466 cases and the number of cases declared to be false after trial or enquiry was 1,391. These two classes together constituted 18.8 per cent of the total number of cases reported as against 17.2 per cent in the previous year.

Magisterial Courts.

At the opening of the year, 3,357 cases were pending before Magistrates. During the year, 66,084 cases were brought to trial including references under sections 347 and 349 of the Criminal Procedure Code and also cases committed to the courts of sessions. Of these 65,176 cases were disposed of, including cases committed to the courts of sessions, and 4,256 remained pending at the close of the year. The number of cases brought to trial during the year was less than the number for the previous year by 1,557. There was an increase in 8 districts and a decrease in 7. The increase was largest in Gaya, while the most conspicuous decrease was in Saran. Of the cases disposed of, the District Magistrates tried 34, Subordinate Stipendiary Magistrates 54,431, Honorary Magistrates 9,279, Benches of Magistrates 214 and Special Magistrates 40. The total number of cases tried by Magistrates in exercise of special powers under section 30 of the Criminal Procedure Code was 236 against 260 in the previous year. The use of special powers under section 30 of the Code of Criminal Procedure was reported to have lightened appreciably the burden of Sessions Judges employed in districts within the partially excluded areas and enabled them to dispose of more expeditiously the civil business.

Of the total number of cases disposed of by the Magistrates, 690 were committed or referred to the courts of sessions, while 64,486 were finally disposed of by Magistrates. In the latter cases 118,965 persons were accused as against 115,676 in the previous year; 53,122 or 44.7 per cent were convicted and 65,843 or 55.3 per cent were acquitted or discharged. Of the persons acquitted cases of 35,731 were compounded, withdrawn or dismissed for default. In the result the percentage of convictions in the case of

persons actually tried was 63.8 as compared with 65.1 in the previous year. The number of persons whose cases were compounded, withdrawn or dismissed for default was the largest in Darbhanga, being 3,932 out of 6,105. Of the persons tried for offences under the Penal Code, 22,341 or 28.7 per cent were convicted and 55,428 or 71.3 per cent were acquitted or discharged. Excluding the cases of 29,705 persons which were compounded, withdrawn or dismissed for default, the percentage of conviction was 46.5 against 46.2 in the previous year. Of the persons convicted, 1,494 were tried summarily, 1,486 by Subordinate Stipendiary Magistrates and eight by Honorary Magistrates. Those sentenced to rigorous imprisonment (excluding 624 persons imprisoned in default of furnishing security for good behaviour but including youthful offenders sent to a Reformatory School) numbered 11,535, to simple imprisonment 531, to fines 40,103 and to whipping 79. No sentence of solitary confinement was passed during the year as against one such sentence in the previous year. Twenty youthful offenders were sentenced to detention in the Reformatory School as against 16 in the previous year.

The number of witnesses examined in the courts of Magistrates was 189,027 as against 175,504 in the previous year. The number of witnesses discharged without examination was 48,866 or 20.5 per cent of the whole number in attendance against 21.4 per cent in the previous year. The amount paid to witnesses for expenses rose from Rs. 1,62,379 to Rs. 1,74,171.

Courts Of Sessions.

The number of cases committed for trial or referred during the year was 690 and the number tried, including the pending cases of the previous year, 652. Of the cases tried, 494 were tried by Sessions Judges and 158 by Assistant Sessions Judges. Sessions Judges and Additional Sessions Judges spent approximately 3,015 days and Assistant Sessions Judges 733 days on criminal work against 2,763 and 714 days, respectively in the previous year.

The number of persons under trial before the courts of sessions was 3,273, being 557 more than in the previous year. Of the total number of persons tried, 1,141 were convicted, 1,149 were acquitted or discharged, while the cases of 84 persons were referred to the High Court under sections 307 and 374 of the Code of Criminal Procedure.

Of the persons convicted, 46 were sentenced to death, 85 were transported for life, 901 sentenced to rigorous imprisonment,

1 sentenced to simple imprisonment, 61 were fined and 7 were given the sentence of whipping.

Duration Of Sessions Cases.

The average duration of sessions trials from the date of commitment to the date of decision was 94 days against 80.9 days in the previous year. The duration was especially long in the districts of Saran (213 days), Gaya (135 days), the Santal Parganas (134 days), Palamau (125 days) and Hazaribagh (124 days). In Saran, the average duration rose from 55 to 213 days. Increases were due to the fact that there was a large number of sessions cases with prolonged trials. In Gaya, the average duration rose from 92.9 to 135 days and was due to the fact that mostly the cases were very long and contested. In the Santal Parganas, where the duration (134 days) was shorter than the previous year, no reduction could be effected due to the congestion of sessions file at Bhagalpur. In Palamau, the average duration rose from 99 to 125 days and in Hazaribagh it fell from 128 to 124 days. There was an increase in average duration in eight districts and a decrease in eight. Notice was, as usual, taken by the High Court of cases of unusual delay of commitment, particularly of cases in which more than two months intervened between apprehension and commitment. There were 223 such cases during the year.

Jury Trials.

The number of persons tried by jury during the year was 766 and the verdict of the jury was accepted in respect of 729 persons. In respect of 37 persons references were made to the High Court under section 307 of the Code of Criminal Procedure. Opinions on the working of the jury system were, as usual, divided. The High Court made recommendations to the Provincial Government for improving the working of the jury system and suggested an early revision of the existing jury lists.

The number of persons tried with the aid of assessors was 1,452. In the cases of 687 persons the Sessions Judges agreed with the opinion of the assessors, while in the cases of 514 persons they differed from the opinion of one or more but not from the opinion of all and in cases of 251 persons they differed from their unanimous opinion.

Appeals.

In sessions courts there were 326 appeals pending at the beginning of the year and during the year 2,979 appeals were preferred. The number decided during the year was 3,038 and 267 were pending at its

close. There was an increase in seven sessions divisions and a decrease in four, the largest increase being in the sessions division of Champaran-Muzaffarpur (+89) and the largest decrease in Darbhanga (-77). The number of persons concerned in the appeals decided by Sessions Judges was 6,110 of whom 3,628 or 59.4 per cent failed completely, and the appeals of 1,468 or 24 per cent were summarily dismissed. Of those whose appeals were admitted, 2,160 or 46.5 per cent were altogether unsuccessful; 1,006 or 21.7 per cent obtained a reduction or alteration of sentence; 1,423 or 30.7 per cent were acquitted; in cases of 51 or 1.1 per cent a new trial or further enquiry was ordered and in the cases of two persons the proceedings were quashed. Five persons died or escaped during the year.

In the courts of Magistrates there were 222 appeals pending at the beginning of the year, while 2,755 appeals were preferred during the year. The number decided was 2,761 and 216 remained pending at the close of the year. The number of persons whose appeals were decided by courts of Magistrates was 6,654. The appeals of 1,048 (or 15.7 per cent) were summarily dismissed and the sentences of 2,232 (or 39.8 per cent) of those whose appeals were admitted, were confirmed, 3,280 appellants or 49.3 per cent were thus wholly unsuccessful. Of the remainder, 1,009 appellants or 15.2 per cent obtained a modification of the sentences passed on them and 2,233 or 33.5 per cent were acquitted. In the cases of 131 appellants or 2 per cent a new trial or further enquiry was ordered and the case of one was referred to the High Court.

During the year, 264 appeals were preferred and 271 appeals were decided in the High Court, and at its close 25 remained pending. Of the appeals preferred, 238 were against sentences passed by Courts of Sessions, 23 were against sentences passed by Magistrates acting under section 34 of the Code of Criminal Procedure and three were under section 476-B of the Code of Criminal Procedure.

The orders of the lower courts were upheld in 182 out of 271 appeals decided, reversed in 36 and modified in 47. In three cases the sentence was enhanced and in three new trial was ordered. Of the persons concerned, the appeals of 263 were summarily dismissed under section 421 of the Code of Criminal Procedure; in admitted appeals the sentences on 83 appellants were confirmed, on 100 reduced or altered, on 116 annulled and on 17 enhanced. In the case of four persons new trial was ordered. The percentage

of appellants who were entirely unsuccessful was 62.3 as against 64 in the previous year.

Reference Under Section 307 Of The Code Of Criminal Procedure.

Ten references involving 37 persons were made to the High Court under section 307 of the Code of Criminal Procedure. Seven references involving 28 persons were disposed of.

Death Sentences.

Thirty-seven references under section 374 of the Code of Criminal Procedure, for confirmation of the sentence of death, were made to the High Court during the year and ten references involving 11 persons were pending from the previous year. Fourty-one references in which 51 persons were concerned were disposed of. The sentence of death passed on 20 persons was confirmed, while 13 persons had the sentence of death passed on them commuted to transportation for life and nine others had the sentence set aside and were acquitted. The convictions of nine persons were altered and they were sentenced to rigorous imprisonment varying from two to ten years. Six references with six persons remained pending at the end of the year.

Panchayat Courts.

There were 128 panchayat courts in the province during the year, 94 of which were in the district of Muzaffarpur. The number of cases (1,686) disposed of by the panchayat courts in Muzaffarpur was slightly less than in the previous year. On the whole, however, the panchayat courts rendered some assistance to the Magistrates and Munsifs in the subdivisions where they were functioning and it is hoped that in course of time better type of men would be available to serve on them and many of the defects now found would be removed.

Complaints By Courts.

During the year 691 cases were instituted on the complaints of Courts and 103 were pending at the opening of the year. Four hundred and sixty-six of these cases ended in conviction and 179 in acquittal, 13 cases were withdrawn, 12 were dismissed, in two the accused persons escaped, proceedings in two cases were dropped, in one case the accused person was committed to the court of sessions and 199 cases remained pending at the close of the year.

Receipts.

Fees and fines realised in criminal courts amounted to Rs. 8,68,437. Of this amount Rs. 3,38,480 were fines, Rs. 78,441 process fees, Rs. 1,61,763 copying and comparing fees, Rs. 2,61,566 court-fee

stamp receipts other than the above and Rs. 28,187 miscellaneous receipts.

Magisterial Staff.

The magisterial staff of the province at the close of the year consisted of 290 Stipendiary and 90 Honorary Magistrates. Of the 290 Stipendiary Magistrates, 160 exercised first class, 97 second class and 33 third class powers. Of the Honorary Magistrates, two were special Magistrates under section 14 of the Code of Criminal Procedure.

Civil Justice.

The number of original suits instituted in the province was 210,314, an increase of 11,302 on the previous year's figures. There was an increase in litigation in seven districts and a decrease in four. The increase was most marked in Gaya (+5,686), Monghyr (+3,177), Bhagalpur (+3,017) and Darbhanga (+2,982) and the decrease in Manbhum-Singhbhum (-4,182) and Sasan (-2,265). Of the suits instituted, 35,467 were for money or movable property, 161,668 were rent suits, and 13,179 were title and other miscellaneous suits. The value of the suits instituted amounted to Rs. 4,06,76,754, a decrease of Rs. 33,06,677 as compared with the last year's figures. This decrease was mainly due to the institution of suits of lower value in some of the districts of the province. The increase in the number of title suits, which had been a feature of recent years, continued. There was a decrease of 3,405 in the number of money suits. On the other hand, the number of rent suits largely increased.

The following table shows the number of suits instituted in each district :—

1.	Muzaffarpur	32,222
2.	Darbhanga	28,833
3.	Saran	25,557
4.	Shahabad	22,172
5.	Patna	19,180
6.	Monghyr	19,003
7.	Bhagalpur	18,774
8.	Purnea	18,402
9.	Gaya	16,541
10.	Manbhum-Singhbhum ...	5,750
11.	Chota Nagpur	3,880

The total number of suits instituted during the year (210,314), added to the number pending from the previous year (105,392), and to the number revived or otherwise received during the year

(15,980) provided a total of 331,686 suits for disposal. The number of suits disposed of was 216,858. The number of suits for disposal increased by 15,340 and the number disposed of by 21,380 as compared with the previous year. The average disposal of suits in the courts of Subordinate Judges increased from 191.2 in the previous year to 212.8 in 1938, and that of suits in the courts of Munsifs increased from 2,660.5 to 3,197.2. Of the suits disposed of 212,615 were disposed of by Munsifs (including 22,297 by small cause court procedure), 4,202 by Subordinate Judges and 41 by District and Additional District Judges. Of the 19,643 suits decided after contest, 247 or 1.3 per cent were decided on reference to arbitration. Of the remaining 98.7 per cent, 83 per cent or 16,303 suits ended in favour of the plaintiff and 15.7 per cent or 3,093 suits in favour of the defendant. The number of suits compromised was highest in Manbhum-Singhbhum (1,648).

There was a rise in the average duration of suits decided both on contest and without contest in the courts of the District Judges. The duration of suits decided on contest was the largest in the district of Shahabad (585 days). The duration of contested suits under the ordinary procedure in the courts of the Subordinate Judges was above the average for the province in six districts, the highest figures being 727 days in Bhagalpur and 602 days in Purnea. In the Munsif's courts the average duration of suits decided on contest under the ordinary procedure was above the average for the province in three districts, the highest figures being in the districts of Darbhanga (632 days) and Manbhum-Singhbhum (364.2 days). The number of suits pending at the close of the year fell from 105,392 to 99,657 (5.4 per cent); and the number of suits pending for over one year from the date of institution rose from 1,722 to 2,385 (38.5 per cent).

There were 60,618 applications for the execution of decrees pending from the previous year and 129,758 applications were made during the year. Full satisfaction was obtained in 84,873 and partial satisfaction in 9,724 cases; in 32,643 cases the proceedings were returned as wholly infructuous, while 60,807 remained pending at the close of the year. The total percentage of infructuous cases was 25.7 as against 24 in the previous year.

The total amount realised in courts, other than small cause courts, was Rs. 1,47,11,515. The coercive measures employed were, in 164 cases, the arrest of the judgment-debtor; in 294 and 42,889 cases, respectively, the sale of movable and immovable property; and in 33,598 cases, the attachment of property followed

by its release. Possession of immovable property was given in 957 cases.

The number of applications for retrial was 3,357 or 2.1 per cent of the total number of cases dismissed for default and decided *ex parte*. Of the total number of applications disposed of (3,367), 21.6 per cent were successful as compared with 17.2 per cent in the previous year.

In respect of miscellaneous cases of a non-judicial nature, institutions and disposals numbered 1,217 and 1,023, respectively. The number of applications for deposit of rent was the highest in Monghyr (42) and Shahabad (41).

Civil Appeals.

The number of civil appeals and miscellaneous cases preferred before the High Court during the year was 2,541. In addition there were 2,438 cases pending from the previous year. Of the total number, 3,080 were decided during the year and 1,899 were pending at the end of the year.

In the Appellate Courts Subordinate to the High Court appeals instituted numbered 4,575, being 406 less than in the previous year. The largest decreases were in Patna and Shahabad. Appeals disposed of numbered 5,151, 33, less than in the previous year, of which 2,243 or 43.5 per cent were decided by District and Additional District Judges and 2,908 or 56.5 per cent by Subordinate Judges, the corresponding percentages in the previous year being 48,6 and 51.4 for District Judges, including Additional District Judges, and for Subordinate Judges, respectively. In 2,790 cases or 54.2 per cent of the whole, the judgment of the lower courts was affirmed; in 757 cases or 14.7 per cent it was modified; and in 858 or 16.6 per cent it was reversed; 158 appeals, or 3.1 per cent were remanded, and 589 or 11.4 per cent were either dismissed for default or otherwise not prosecuted. In addition to the regular appeals, 1,775 miscellaneous appeals were instituted of which 1,619 were disposed of and 590 remained pending at the close of the year.

Judicial Staff.

Besides the permanent personnel of the High Court, two temporary posts of Additional Judges created during the previous year continued throughout the year under review. The permanent civil judicial staff subordinate to the High Court consisted of 17 District Judges, including 6 peripatetic Additional District Judges, 24 Subordinate Judges and 79 Munsifs. Five Munsifs on probation were confirmed

and four new probationers were appointed. Five temporary appointments of Additional Subordinate Judges were also made during the year.

Miscellaneous.

The new rules regarding the issue of commissions requiring a knowledge of surveying worked satisfactorily. Out of 1,116 commissions issued 33 or 3 per cent were executed by persons with civil engineering degree and 829 or 74 per cent by pleaders holding certificates of proficiency in surveying and 254 or 23 per cent by other pleaders. The total amount of fees paid was Rs. 36,997. The number of commissions of other kinds issued was 828 and the total amount of fees paid in respect of them was Rs. 19,269.

The accounts of estates under the fiduciary control of the civil courts with an annual income of over Rs. 4,000 continued to be audited by the Local Audit Department with appreciably good results.

The provisions of the Usurious Loans Act, 1918, were applied by the subordinate courts in all cases where it was necessary to use them and the rates of interest were reduced where they were found excessive. In a large proportion of cases the courts acted *suo motu*. In Patna the provisions of the new Money-Lenders' Act were also applied in dealing with such cases.

The system of permitting service of summons on witnesses by parties or their agents as provided by the addition made in 1929 to rule 8 of Order XVI of the Code of Civil Procedure, still appears to be working satisfactorily. 33,479 such processes were made over to the parties during the year as against 31,698 in the previous year. The innovation did not, however, make it possible to reduce the process-serving establishment in any judgeship other than Chota Nagpur.

The Registrar system was introduced as an experimental measure in the judgeship of Monghyr in April 1938. The system proved of much benefit to the litigant public. As at Patnā and Gaya, the office of the Registrar was held by a Munsif at Monghyr. It may be possible to extend the Registrar system to other judgeships as soon as finances permit.

Jails.

The number of permanent jails of all classes except subsidiary jails remained the same as in the previous year, viz., 4 central, 9 district and 1 juvenile. The number of the subsidiary jails increased from 40 to 41 owing

to the reopening of the subsidiary jail at Madhipura, which was amalgamated with that at Supaul in 1935 on account of floods. Of the three reduced district jails, viz., those at Chaibassa, Daltonganj and Arrah, which were temporarily restored to the status of district jails, the first two were restored to the status of subsidiary jails while the one at Arrah continued to function as a district jail.

The prison population at the commencement of the year was 10,792 against 11,565 in the previous year. The number of admissions, including transfers, rose from 55,369 to 59,632. The year closed with a population of 10,778 or 14 less than in the previous year. The daily average number of prisoners of all classes was 10,895.90 or 132.63 less than in the previous year. Of these the total number of convicts was 8,656.77 or 527.37 less, of undertrials 2,223.33 or 408.79 more and of civil prisoners 15.80 or 14.05 less. One convict who volunteered for service in the Andamans was transported with the sanction of the local Government, while 61 long-term convicts were released during the year on the recommendation of the Revising Board.

There was no state prisoner. The number of terrorist prisoners in jails in the year was 26, including one received from the Lahore jail and another received from the Delhi jail. All of them were discharged during the year.

The daily average number of undertrial prisoners was 2,223.33 against 1,814.54 in the previous year showing an appreciable increase. As against this there was a fall in the period of detention of undertrial prisoners both in " Sessions " and " other " cases, viz., from 70.08 and 26.79 days, respectively, in the previous year to 68.29 and 23.94 days during the year under review.

Education Of Prisoners.

A new feature was the introduction of mass literacy campaign in the jails of the province. Education was imparted to all the illiterate prisoners, convicts and undertrials and the progress and enthusiasm shown by them was very satisfactory. The jail staff also helped in imparting education to the illiterate prisoners. Out of 20,271 illiterate prisoners, both male and female, 13,295 attended literacy classes. Of these, 6,251 were made to read, while 3,836 were made to read and write and 2,853 were made to read, write and do simple arithmetic.

There were 33 Star class or non-habitual prisoners in the Hazaribagh Central Jail. 16 were admitted to the class during the year. These prisoners were kept separately from other prisoners

and were trained in weaving of various kinds and were given elementary instruction and physical drill.

Discipline.

Only five prisoners, viz., four undertrial and one juvenile, escaped from jails during the year, of whom two were recaptured. The total number of offences committed by the convicts was 3,160 against 3,215 in the previous year. All were dealt with by the jail authorities except five which were referred to the criminal courts. Fetters for safe custody were imposed in 49 cases against 64 cases in the previous year. Ordinarily, long-termers and transportation prisoners who are considered to be dangerous are kept in fetters for safe custody pending their transfer to central jails.

The total strength of the permanent warder establishment during the year was the same as in the previous year, viz., 1,076. In addition to the permanent strength, 63 warders had to be appointed temporarily owing to over-crowding in the jails and for guarding condemned prisoners.

The total number of punishments inflicted on warders and Head-warders was 461 against 504 in the previous year. The number judicially punished was 2 against 3 in the previous year, 5 were dismissed against 9 in the year before, 5 degraded, 216 fined, 74 given extra drill and 159 formally censured or otherwise punished against 4,240, 69 and 179, respectively, in the previous year.

The system of granting remission of sentences to convicts as a reward for good behaviour continued to work satisfactorily and 4,921 such prisoners were released during the year as against 5,140 in the previous year.

Jail Manufacture.

The working of the manufactory department did not show any sign of improvement. On the contrary, there was appreciable fall in the net profit. The net profit fell from Rs. 1,22,121 in the previous year to Rs. 68,046 during the year and the average net profit per head of convicts from Rs. 13-8-0 to Rs. 8-1-0. The decrease was mainly attributed to less sale of blankets in the Bhagalpur Central Jail and paucity of orders for tents in the Buxar Central Jail.

The principal industries of the jails are tent-making, tailoring and cotton-weaving on power-looms at Buxar, while blanket-weaving, tailoring, blacksmithy, carpentry and spinning were practised at Bhagalpur. In Gaya, the labouring prisoners were employed chiefly in the Government Forms Press and at Hazaribagh they were engaged in cotton and silk-weaving and tailoring.

Hand-spinning on charkhas was also introduced and good progress was reported therein.

Health.

The year was satisfactory from the health point of view of prisoners. The total number of admissions to hospital as well as the daily average number of sick showed a further considerable fall during the year, the figures being 3,932 and 208.92, respectively, against 4,219 and 254.58 in the previous year. The admission-rate and constantly sick-rate per mille of average strength also fell from 382.6 and 23.1 in the previous year to 360.9 and 19.2, respectively, during the year. The total number of deaths from all causes and the death-rate per mille of the total strength also dropped from 143 and 12.9 to 108 and 9.9, respectively. The death-rate per mille of strength was the lowest ever recorded in this province.

Miscellaneous.

The total expenditure on the jails, excluding the cost of buildings and repairs, was Rs. 13,40,583 against Rs. 13,21,901 in the previous year. The average cost per head also increased from Rs. 119-13-0 to Rs. 123-0-0.

Prison Reform.

Numerous measures of reform for the improvement of the jail administration, in particular regarding the diet, dress, comfort, recreation and education of the prisoners were introduced. The pressing of mustard seed by hand labour was abolished.

CHAPTER VIII.

Excise.

General.

Prohibition being one of the chief items in the Ministry's programme, all efforts have been directed to forging ahead with the policy of prohibition of intoxicating drinks and drugs. Prohibition became an accomplished fact in the district of Saran during the year. The sale and possession of all the excisable articles other than medicated wines, foreign liquor and opium was prohibited in the district. 95 country liquor shops, 71 *ganja* shops, 3 *bhang* shops and 1,957 *tari* shops were abolished as a result of the introduction of prohibition, while the number of opium shops was reduced from 13 to 7 and the sale of opium was allowed only to registered opium eaters to a limit of half a tola against one and a half tolas in non-prohibited areas. Though there was some opposition off and on from interested parties, the experiment worked smoothly on the whole. The Government wish to see how it works in mining areas and hilly and jungly tracts inhabited mostly by aboriginal tribes. With this end in view, they extended prohibition to four more districts from April 1, 1939, namely, to the coalfield area in the Dhanbad subdivision in the district of Manbhum and 5 police-stations in each of the districts of Ranchi and Hazaribagh. Hajipur subdivision in the district of Muzaffarpur also had to go dry on account of its proximity to Saran. There is a 5 miles shopless zone only round the combined prohibition area of Ranchi and Hazaribagh while there is no such shopless zone round Manbhum, Muzaffarpur or Saran prohibition areas. Retail prices of drugs were also heavily increased from April 1, 1939, to restrict consumption. No new excise shops were opened during the year and no temporary fair licenses were issued as was the custom in the past. A notable feature of the year was that the Sonepur fair, which is perhaps the biggest fair in India, went practically dry.

During the year 3,323 persons were convicted for offences against excise laws against 2,923 persons in the previous year. Of these there were 794 illicit distillers against 809 last year.

There was a slight increase in the number of persons convicted of smuggling, illicit distillation and sale of outstill liquor. The local excise staff generally spared no pains in keeping crime under control, but excise crime is so closely linked with the economic life of certain classes and tribes that without effective co-operation from the general public it is hardly possible for the Excise Department to expect more than partial success from its efforts to keep this class of crime under control. There is undoubtedly need of a more enlightened and organised public opinion in matters concerning excise policy and administration. The introduction of prohibition is easy enough, but the practical problem is how to make it a permanent reality backed by powerful and sustained enthusiasm. Want of faith in the ideal, and the facile optimism which refuses to take note of the practical difficulties and believes that prohibition can be enforced in a day, will alike retard progress towards the goal.

As regards the financial result of prohibition in the Saran district, Government lost the whole of the revenue amounting to Rs. 6,43,399 which they had derived from country spirit, *tari*, *ganja* and *bhang* in this district during the previous year. The enhancement of the treasury price of opium in the district kept the revenue under this head almost steady, i.e., Rs. 19,550 against Rs. 20,952. The revenue from foreign liquor, however, went up from Rs. 3,373 in 1937-38 to Rs. 5,562 in the year under report. This was due to the fact that some well-to-do consumers of country spirit who could not abstain from drinking patronised foreign liquor. The economic effect of prohibition on the people was reported to be satisfactory.

The Bihar Prohibition Act VI of 1938 was passed by the Legislature during the year but only sections 1, 3 and 19 of the Act regarding prohibition of liquor advertisements came into force simultaneously with the passing of the Act.

Revenue.

The total gross revenue of the province from excise for the year was Rs. 1,20,07,054 against Rs. 1,22,17,458 in the previous year. The decrease was due to the introduction of prohibition in the Saran district. The incidence of excise revenue per head of the population was 5 annas and 11 pies against 6 annas in the preceding year. The figures for the previous year for the adjoining presidency and provinces were : Bengal 5 annas, United Provinces 4 annas and 11 pies, Central Provinces 7 annas and 2 pies, and Orissa 7 annas and 1 pie. The following table will show at a

glance the position of the excise revenue and charges of the province for the last 5 years :—

Period.	Revenue.	Charges.	Refunds.	Net revenue.	Percentage of charges.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	
1934-35 ...	1,14,97,167	12,29,375	15,080	1,02,52,712	10·69
1935-36 ...	1,21,90,687	12,86,680	28,805	1,08,75,202	10·55
1936-37 ...	1,16,37,119	12,73,593	27,044	1,03,36,482	10·94
1937-38 ...	1,22,17,458	12,64,103	18,144	1,09,35,211	10·34
1938-39 ...	1,20,07,054	12,93,740	34,754	1,06,78,560	10·74
Difference between the year under report and the preceding year.	—2,10,404	+29,637	+16,610	—2,56,651	+0·40

Excise Charges.

The total expenditure on the Excise Department amounted to Rs. 12,93,740 against Rs. 12,64,103 during the previous year, an increase of Rs. 29,637. The increase was due to a larger quantity of opium being indented from Ghazipur Factory and under contingencies due to the introduction of prohibition in the district of Saran.

Country Spirit.

The contract distillery system and the outstill system were both in operation in the districts of Gaya, Shahabad, Champaran, Monghyr, Bhagalpur, the Santal Parganas, Ranchi, Manbhum and Singhbhum. The districts of Hazaribagh and Palamau were wholly under the outstill system. The contract distillery system of supply prevailed in the remaining four districts. The total quantity of country spirit issued on payment of duty from the bonded warehouses was 647,824.4 L. P. gallons against 719,863.8 L. P. gallons in the preceding year. Out of the total decrease of 72,039.4 L. P. gallons prohibition in the district of Saran alone accounted for the decrease of 52,826.2 L. P. gallons. Besides this there was a decrease in consumption in all the districts except in the districts of Shahabad, Champaran and Singhbhum. The total number of licenses for the retail vend of country spirit in the distillery area was 885

against 994 in the preceding year. The decrease was due to a number of shops having been abolished due to various reasons, including six shops in the Kasba thana in the district of Purnea as a measure of temperance. The total revenue from distillery spirit and outstill liquor amounted to Rs. 65,02,864 in the year against Rs. 65,20,026 in the preceding year. The incidence per head of the population of the revenue from country spirit remained at 3 annas and 2 pies.

Pachwai.

The total number of licenses issued during the year for the retail sale of *pachwai* was 445 against 449 in the previous year, the decrease in the number of licenses being due to the abolition of 3 licenses in Manbhum and 1 license in Hazaribagh. In addition to the licenses for retail sale, 2,182 licenses for home-brewing were issued against 3,029 in previous year. The concession enjoyed by the aboriginals for free home-brewing of *pachwai* remained unchanged. The total revenue from the issue of *pachwai* licenses amounted to Rs. 2,21,361 (Rs. 2,19,160 from retail licenses, Rs. 2,192 from home-brewing licenses and Rs. 9 from special licenses) against Rs. 1,93,396 in the previous year. The increase is due to the settlement of shops at higher fees.

Foreign Liquor.

The total quantities of oversea foreign liquor consumed in this province were 12,375 gallons of spirit, 3,575 gallons of wine and 73,725 gallons of beer against 13,235 gallons, 4,467 gallons and 77,789 gallons, respectively, in the previous year, while quantities of India-made foreign liquor consumed were 6,423 gallons of spirit and 3,555 gallons of beer against 4,802 and 11,583 gallons respectively in the preceding year. These figures do not represent the actual consumption of foreign liquor in this province, as many private consumers and *bona fide* clubs, who are not required to take out licenses for sale of liquor to members for consumption on the premises and who are treated as private persons, obtain their supplies direct from other provinces. The use of foreign liquor was confined mainly to Europeans, Anglo-Indians and a limited number of well-to-do classes of Indians. The total number of licenses of different kinds for the sale of potable foreign liquor other than commercial spirits was 225 against 221 in the preceding year.

The revenue from potable foreign liquor during the year amounted to Rs. 1,40,535 against Rs. 1,09,283 in the preceding year. The increase in revenue was firstly due to the fact that the amount of duty relating to the export of India-made foreign

liquor from the distilleries and bonded warehouses in Bengal during the preceding year was transferred to this province during the currency of the year under review and secondly due to the increase in consumption of India-made foreign liquor in the district of Saran, where prohibition of other excisable articles was in force.

Ganja.

With a view to exercise effective control over the production of *ganja*, the cultivation and manufacture of the drug were carried on in the district of Bhagalpur as in the previous year in an area within a radius of 8 miles from the Bhagalpur cutchery. Six licenses were issued for cultivation of *ganja*. The total area under cultivation during the year was 150 acres and produced a crop of 996 maunds and 30 seers of *ganja*, of which 619 maunds and 10 seers was flat and 377 maunds and 20 seers was of the round variety. The cost price of *ganja* during the year was fixed at Rs. 140 per maund both for the flat and the round variety. The number of licenses for the retail sale of *ganja* in the year was 1,066 against 1,136 in the previous year. All the 71 shops in the district of Saran were abolished due to the introduction of prohibition and two other shops one each in the districts of Muzaffarpur and Darbhanga were also abolished. A uniform rate of duty and retail price, i.e., Rs. 35 and Rs. 70 per seer respectively prevailed in the province except in shops on the Nepal border where the price was Rs. 60 per seer. The total quantity of *ganja* issued on payment of duty was 28,746 seers against 32,506 seers in the previous year. Consumption increased in the districts of Gaya, Shahabad, Manbhum and Singhbhum and decreased in the rest of the districts of the province. 1,390 seers of *ganja* was exported to Nepal on payment of duty (Rs. 25,400) against 1,103 seers (duty Rs. 22,060) in the preceding year.

The total amount of revenue from *ganja* was Rs. 17,98,037 against Rs. 19,07,128 in the previous year. The incidence of taxation during the year was Rs. 61.0 per seer against Rs. 58 per seer in the previous year.

Bhang.

The exclusive privilege of collection and wholesale supply of *bhang* continued to be the monopoly of a single individual as in the previous year. The drug was supplied from the Central Gola at Bhagalpur to the warehouses of this province as well as to the provinces of Bengal, Assam and Orissa and Mayurbhanj State in Orissa. The quantity of *bhang* issued under bond to wholesale dealers of this province was 263 maunds and 30 seers against 242 maunds and

20 seers of the preceding year, while 225 maunds of the drug was exported under bond to Bengal against 220 maunds in the previous year. 36 seers of *bhang* was exported to the province of Assam on payment of duty in that province against 1 maund and 22 seers in the previous year. 100 maunds of *bhang* was exported to Orissa against 105 maunds in the previous year. The total revenue from *bhang* during the year amounted to Rs. 65,922 against Rs. 61,196 in the preceding year.

Opium.

The total number of licenses issued during the year for the retail sale of Excise opium was 399 as compared with 408 in the preceding year. No new shop for the retail sale of opium was opened during the year. Six shops were abolished in the district of Saran due to the introduction of prohibition and one each in the districts of Muzaffarpur and Darbhanga. The number of druggists' permits issued under the opium and the dangerous drugs rules were 176 and 194, respectively. The total quantity of opium issued during the year to shops within the province was 8,299 seers against 8,410 seers in the preceding year. Consumption decreased in the districts of Saran, Muzaffarpur, Darbhanga, Bhagalpur, Purnea and Ranchi and increased in the remaining districts of the province. The retail and treasury price of opium remained the same as in the previous year (i.e., Rs. 100 per seer) except in the district of Saran where it was raised to Rs. 160 due to the introduction of prohibition. The total revenue from opium amounted to Rs. 8,39,540 against Rs. 8,34,865 in the preceding year. Slight increase in revenue is attributed to the settlement of shops at higher fees.

CHAPTER IX.

The Land and the People.

General.

Among others the following factors had an important effect upon the welfare of the agricultural population of the province during the year :—

(*i*) The continuance of the economic depression and the low level of prices for agricultural produce; (*ii*) the extensive loss of crops through repeated floods and the irregular monsoon; and (*iii*) the widespread agrarian agitation which frequently demanded special measures to maintain law and order, especially in those areas where wholesale demands were made for the restoration of Bakasht lands. The various tenancy measures enacted by the Ministry, however, helped to afford the much-needed relief to the peasantry.

The pressure of the population on the soil continues to increase and this is regarded as the ultimate cause of the province's economic troubles. This once again emphasises the vital need of making efforts to increase the yield of crops and to stimulate and develop the village industries. The population of the province as recorded by the last census was 32,558,056, and it is expected that the figures of the census of 1941 will show a considerable increase.

Land Revenue And Cess.

The total current demand for land revenue was reduced from Rs. 1,25,63,403 to Rs. 1,23,98,218 and the principal causes are said to be—

(*i*) the revision of the assessment at the settlement and re-settlement of temporarily-settled estates and the estates under direct management;

(*ii*) the reduction by 25 per cent of the rent demand of estates under direct management in the Santal Parganas and the heavy fall in the receipts from the Hiranpur and Sahibganj cattle markets in that district; and

(*iii*) the transfer to the Central Government of the revenue formerly paid to the Provincial Government by the Karharbari colliery of the East Indian Railway in Hazaribagh under the financial arrangements consequent on the new constitution.

The percentage of total collection on total demand fell from 88.69 per cent in the previous year to 86.53 per cent. The outstanding balance at the end of the year was Rs. 14,71,379 compared

with Rs. 15,21,074 at the end of the previous year. In the permanently-settled estates the percentage of total collection on total demand was 97.53 per cent, in the temporarily-settled estates the percentage was 70.85 and in the permanently-managed estates the percentage was 46.99. In the temporarily-settled estates Government allowed remissions of land revenue amounting to Rs. 37,942 and in the directly-managed estates remissions of rent amounted to Rs. 3,65,852.

The cess demand increased from Rs. 75,03,416 to Rs. 78,05,891. This was due to the revision of the assessment in the Muzaffarpur district, the assessment of collieries under the Bihar Cess (Amendment) Act II of 1936 in the Hazaribagh district and the increase in the despatches of iron-ore in the Singhbhum district. The percentage of total collection on current demand was 94.84 compared with 97.63 in the previous year. The fall in the collection is attributed to the continuance of the economic depression, the extensive damage to crops, the agrarian agitation and the withholding of payments of rent by tenants in the expectation that the rents would be reduced in the rent reduction operations.

Coercive Measures.

In consideration of the prevailing economic and agrarian conditions the revenue sale laws were leniently administered, and the Board of Revenue accepted all the recommendations of the Divisional Commissioners for the annulment of sales on the ground of hardship. There was no default in payment or sale in the Ranchi, Manbhum and Singhbhum districts. Defaults and sales in other districts were slightly lower in number than those of the previous year. 9 estates with a Government revenue of Rs. 558 were purchased on behalf of Government.

Government Estates.

The total cost of management of Government estates amounted to Rs. 1,82,290 compared with Rs. 1,80,672. Expenditure on works of improvement in these estates increased from Rs. 87,239 in the previous year to Rs. 1,21,226 in the year under review. Government made liberal reductions or remissions of rents in Government estates. In the Santal Parganas alone over Rs. 3 lakhs of arrear rents were remitted and the rents reduced by 25 per cent.

Wards And Encumbered Estates.

The number of estates under the management of the Court of Wards at the beginning of the year was 61, to which 10 new estates were added, making a total of 71 estates under management at the close of the year. The total demand (including arrears)

for Government revenue and cess during the year was Rs. 12,38,099, and the estates paid a sum of Rs. 10,17,967 on this account. The rent and cess payable to superior landlords decreased from 61.2 per cent to 54.3 per cent of the total demand. The rent and cess payable to the estates during the year was Rs. 99,37,609 but only Rs. 35,00,586 was collected. Excluding the arrear demand, the percentage of collection on the current demand decreased from 86.6 in the previous year to 71.2 during the year. The standard of 100 per cent collection on current demand was attained only in six estates as compared with 17 in the previous year. This was attributed to the unsettled conditions produced by the rent reduction operations and the consequent decision of many tenants to withhold the payment of rents. The outstanding balance of rents and cess due to all estates again increased during the year from Rs. 49,04,314 to Rs. 63,17,585, i.e., 128.4 per cent on the current demand and 63.5 per cent on the total demand compared with 96.0 per cent and 51.7 per cent respectively in the previous year. The outstanding balance of rent and cess at the close of the year was 70.7 per cent of the total current demand in Tirhut Division, 251.6 per cent in Bhagalpur Division and 180.5 in Chota Nagpur Division. The aggregate debts of the estates under management decreased from Rs. 61,99,286 to Rs. 52,68,193 during the year. The deterioration in the finances of a large number of Wards and Encumbered Estates was pronounced in a comparatively small number of estates and it was felt that the energies of the authorities responsible for those estates should be vigorously directed towards the restoration of the financial strength of the estates. The percentage of the cost of management for all estates during the year rose from 11.8 to 12.2. The expenditure of the estates on contributions to schools, dispensaries and charities fell from Rs. 2,36,754 in the previous year to Rs. 1,73,265 during the year under review. The Bettiah estate alone spent a total sum of Rs. 1,37,221 on these charities against Rs. 1,67,950 in the previous year. The medical institutions of the Bettiah estate continued to perform valuable services which were widely appreciated.

Relations Between Landlords And Tenants.

Relations between landlords and tenants recorded a further deterioration during the year. In several districts feelings culminated in violence and rioting. The deterioration is attributed to the agitation among the kisans, the wholesale claims by tenants to *bakasht* lands and the withholding of the payment of rents during the rent reduction operations. The tenants are now generally much more alert in exercising their right to obtain legal remedies against

unlawful exactions and have learnt to organise and to combine their forces. In several districts there were particularly acute problems, for example, the *bakasht* problem was of exceptional difficulty in the Gaya district. In other areas trouble was caused because petty landlords depended on *hari-begari* for the cultivation of their *bakasht* lands or because they failed to carry out some of their obligations to the tenants. Elsewhere methods of land settlement and forest restrictions caused discontent. In the Santal Parganas, the relations between tenants and landlords were on the whole satisfactory except in the Deoghar subdivision. In Chota Nagpur, the relations were generally good except in Palamau, Chatra and Dhalbhum.

Survey And Settlement.

No new proposal for a major survey and settlement was made during the year. The survey of Jamalpur municipality was sanctioned but the work did not commence during the year. The proceedings under section 112 of the Bihar Tenancy Act for the settlement of rent in the districts of Patna, Gaya, Shahabad and Monghyr were continued during the year. The total number of holdings whose rent was reduced was 146,072 and the total *jama* of Rs. 41,40,866 after reduction came to Rs. 30,75,284. The average reduction in the gross rental ranged from 31 per cent in Aurangabad and Jehanabad to 16 per cent in Sasaram. The disposal of 462 petitions under section 90 of the Chota Nagpur Tenancy Act entailed by the revisional settlement of Dhalbhum and the deposit of settlement records in the office of the Deputy Commissioner was completed. The Survey and Settlement records in several districts being out of date, the Board of Revenue has been asked to frame a programme of work in the districts where the revision of records is most urgently needed.

Revenue Cases.

The total number of suits of all classes instituted during the year in Chota Nagpur rose from 34,526 to 47,141 and 20,909 cases remained pending at the close of the year. The number of applications for commutation of produce rents into cash rents rose from 835 to 4,568 in Patna, 60 to 13,975 in Tirhut and 117 to 811 in Bhagalpur. The increase in Patna is attributed mainly to the amendment of the Bihar Tenancy Act according to which the landlord can no longer oppose commutation on the ground that the irrigation arrangements are elaborate and costly. Tenants also want to take advantage of the low agricultural prices to have the cash rent fixed at a low rate. The increase in Monghyr and Bhagalpur is reported to

be due to the present agrarian troubles. The number of cases filed against landlords for failure to grant rent receipts in the prescribed form fell from 377 to 350.

Loans.

A sum of Rs. 8,68,202 was advanced during the year under the Agriculturists' Loans Act. It was mostly granted in the districts of Tirhut (Rs. 5,76, 499) and Bhagalpur (Rs. 2,74,189) Divisions. Including arrears, the amount of principal due for collection was Rs. 16,77,462 of which Rs. 834 was remitted, Rs. 2,94,528 collected and the collection of Rs. 6,60,920 was held in suspense. The amounts of principal and interest were suspended in all the districts of the Tirhut Division except Saran. Of Rs. 32,292 advanced during the year under the Land Improvement Loans Act, Rs. 27,163 was distributed in the districts of the Chota Nagpur Division and the balance in the districts of the Patna and the Bhagalpur Divisions excepting Patna and Purnea.

Treasure Trove.

There were 7 cases of treasure trove, viz., 3 in Champaran, 2 in Ranchi and 1 each in Bhagalpur and Hazaribagh. In Champaran 82 and 30 silver coins were unearthed in the Sadr and Bettiah subdivisions, respectively, and 64 Kushan copper coins in village Lauriya in that district. The silver coins were sent to the Patna Museum. In Patna two stone images and one round stone piece were unearthed in the Bihar subdivision. They were reported to be of archæological interest but were not removed to the Patna Museum, as the images were installed in a temple by the Hindus for worship.

Forests.

There is ample evidence to prove that denudation of forests is still proceeding in Chota Nagpur, where most of the surviving forests in the province are centered, at a pace that threatens the extinction of the forest area within a limited time and there is good reason to believe that of recent years the rate of destruction has been progressively accelerated. With the denudation of forests it is increasingly felt that in an agricultural country inhabited for the most part by aboriginals there is also a great economic danger. The free or cheap supply of wood so necessary for the agricultural population will come to an end and the grazing area will be diminished and the cattle population will suffer severely. Wood being no longer available for fuel, cowdung replaces it and is lost as a manure. The catchment areas have been denuded quite in ignorance of the evil consequences which become manifest slowly in course of time in the erosion of soil, the silting up of rivers and in devastating

floods in the plains below. Hence the urgent need for the preservation and protection of as many private forests as possible. Government have offered, and are now prepared to offer, liberal terms to those private landlords who want to transfer their forests for management by the Forest Department, but the progress in this direction has been very slow.

The total area of all classes of forests in Bihar was 2,766 square miles, comprising 1,310 square miles of Government reserved forests, 277 square miles of other reserved forests, 662 square miles of Government protected forests, 414 of other protected forests, 3 square miles of unclassed State Forests and other areas under the Forest Department and 100 square miles of unclassed forests *not* under the Forest Department. An area of 14,490 acres of protected forests in Hazaribagh district and 67,392 acres of private estate forests in Ranchi and Singhbhum districts or a total of 81,882 acres or 128 square miles was under settlement proceedings at the commencement of the year, of which an area of 14,163 acres of private forests or 22 square miles of Dhalbhum Estate in Singhbhum district was finally settled and declared as protected forests during the year. New areas of private estate forests brought under settlement proceedings during the year were 250 acres in Dhalbhum Estate and 10,160 acres in 12 different lots in the Ranchi district.

Small-scale experiments in afforestation are being carried out in the Chaibassa and the Santal Parganas Divisions. Further experiments with contour trenching are to be made before the potential value of this method can be estimated. In the Palamau Division the Forest Department continued to make experiments with the planting of exotic coniferous seeds and other hill species on the Netarhat plateau.

The total revenue from forests was Rs. 7,73,314 against Rs. 7,00,926 in the previous year, while the total expenditure was Rs. 5,95,656 against Rs. 5,69,143 in the previous year. There was a net profit of Rs. 1,77,658 compared with Rs. 1,31,783 in the preceding year.

The total number of forest offences reported during the year was 2,511 compared with 2,280 in the previous year. The total number of cases taken to court, including 112 cases pending from the preceding year, was 644, of which 372 cases ended in conviction and 75 in acquittal. The total area of reserved forests enjoying fire protection was unchanged (721.678 acres). The percentage of the success attending protective measures was 66.5 as against 89.2 in the previous year. In the protected forest area fire protection was attempted in 49,371 acres compared with 49,193 acres

in the previous year. The usual protective measures of cleaning and the burning of fires, boundary lines and road traces, and the employment of fire patrols in the fire season were adopted. In order to make protective measures more effective, the Forest Department are attempting to secure the co-operation of the villagers living in the neighbourhood.

Irrigation And Flood Protection.

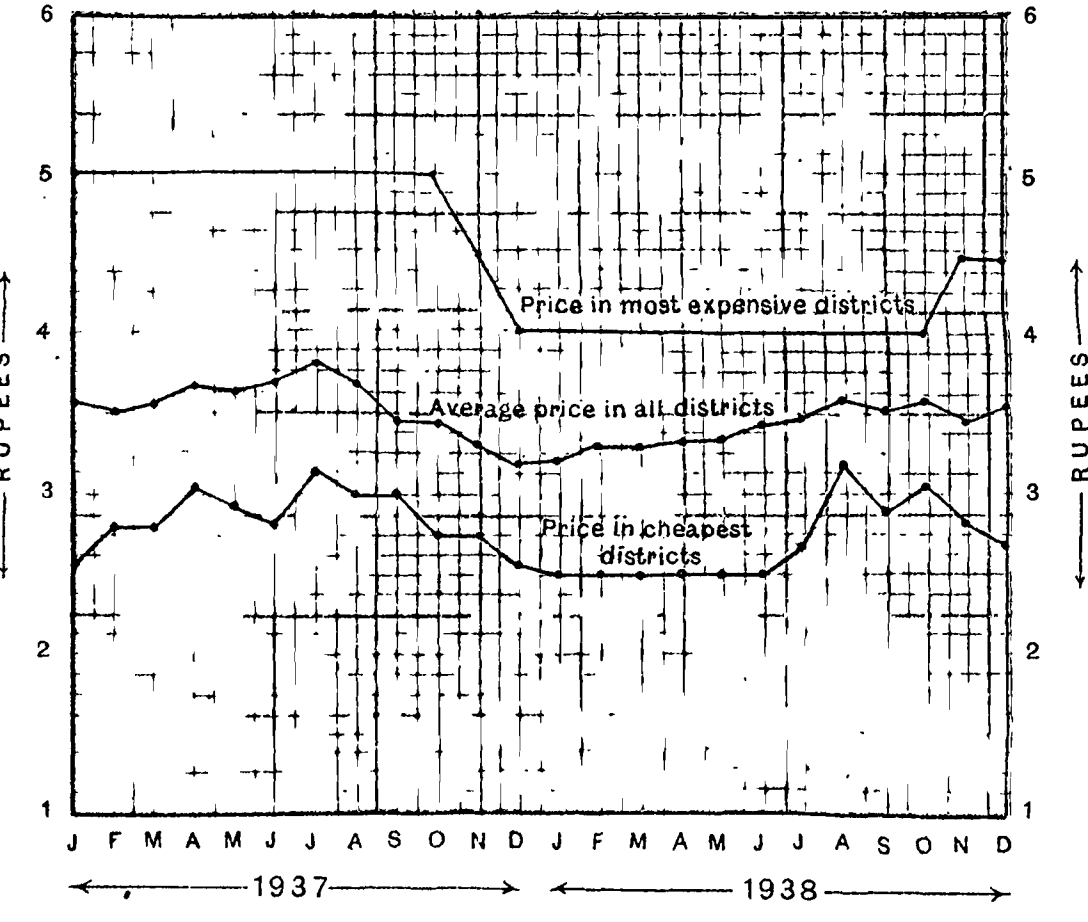
The important canal systems of the province are the Son canals in South Bihar and the Tribeni and Dhaka canals in North Bihar, irrigating an area of 701,687 acres. The total length of the Son canals is 1,587 miles and 3,016 feet, irrigating an area of 594,501 acres, while the Tribeni canal irrigates 96,000 acres, Dhaka canal 9,129 acres and Teur canal (which is a minor canal) 2,057 acres.

2. The net revenue from the Son canals amounted to Rs. 15,34,458 after meeting the expenditure on working expenses which amounted to Rs. 9,24,357. The total amount of water rates realised from the other canals was Rs. 2,96,862 from the Tribeni canal, Rs. 36,030 from the Dhaka canal and Rs. 7,926 from the Teur canal against the total expenditure of Rs. 78,512 over maintenance of and repairs to these canals. The cultivators in the Son canal area were given relief in the shape of reduction of water-rates with effect from 1st April 1938 which amounted to Rs. 75,970 on the Dehri Division and Rs. 1,21,362 in the Arrah Division, making a total of Rs. 1,97,332.

3. The Irrigation Department as usual looked after the protective measures against floods by the maintenance of embankments and drainage systems. So far as the Tirhut embankment is concerned, all the spurs were badly damaged during the floods but the embankment was saved by means of protective measures. The Champaran embankment was also breached but the construction of a retired line saved the situation. All the spurs in the Saran embankment were badly damaged during the floods but no serious situation developed.

4. The Tirhut Waterways Division, which was formed temporarily in 1934 for investigating the conditions arising out of the earthquake continued to function and collected useful data on schemes for flood protection and drainage of the flood-affected areas. The activity of the Division was greatly increased during the year and 37 new schemes relating to flood prevention and drainage were investigated.

Diagram showing the price in rupees of one standard maund of common rice month by month in 1937 and 1938.



Drawn & Zincographed in the Bihar Survey Office Gulzarbagh, Patna.

CHAPTER X.

Agriculture, Livestock And Co-operation.

Weather And Crop.

The monsoon of 1938 was not satisfactory. Heavy rains almost all over the province, except Chota Nagpur, where there was deficient rainfall, considerably reduced the yield of the maize and the autumn rice crops. The damage was the heaviest in Tirhut, where in certain areas the crops were completely destroyed by floods. Compared with the average production of the previous ten years, the outturns of maize and autumn rice in the province were estimated at 63 and 80 per cent respectively of the normal. The winter rice started well but suffered later through the failure of the October rains, so that the yield of rice was 16 per cent less than in the previous year. There were also some local hail-storms in February and March which along with the untimely rain during the months damaged the standing crops to some extent in almost all districts.

Autumn Crops.

The general condition of the *bhadai* crop was reported to be fair to good everywhere except in Saran, Champaran, Muzaffarpur, Purnea and parts of Bhagalpur and Singhbhum where the crops suffered on account of unfavourable weather conditions at the beginning of the season. Later the crops suffered on account of excessive rain and flood in Gaya, Muzaffarpur, Darbhanga and Purnea and deficient rainfall in Manbhum and Singhbhum. The outturn of the *bhadai* crops was estimated at 79 per cent of the average of the past 10 years, while the total yield for maize and autumn rice decreased from 444,900 tons and 632,300 tons to 351,900 tons and 538,700 tons, respectively.

Winter Rice.

The winter rice is the most important crop of the province. It was greatly affected due to shortage of rainfall in October and unfavourable weather conditions. The prospects of the crop for the province were fair on the whole though some damage was caused in some districts by heavy rainfall and flood. The final outturn of the crop was estimated at 79 per cent of the normal on an area 14 per cent less than the normal resulting in an yield of 42,229,300 cwts. as against 50,166,500 cwts. in the preceding year.

Rabi Crops.

Bihar is the chief *rabi*-growing tract. The outturns of wheat and spring oil-seeds were estimated at 384,900 tons and 288,100 tons as against 432,700 tons and 250,200 tons, respectively in the previous year.

Jute.

The main jute-producing area in this province is Purnea, but the crop is also grown on a small scale in the districts of Champaran, Muzaffarpur, Darbhanga, Bhagalpur and the Santal Parganas. The area sown was estimated at 315,500 acres as compared with 445,000 acres in the previous year, while the outturn was expected at 435,600 bales as against 896,400 bales in the previous year.

Sugarcane.

The weather in general was favourable for the sugarcane crop in all the districts of the province except in parts of Saran, Purnea and Champaran and the condition of the crop was fair to good everywhere except in Champaran. The total area planted with sugarcane was estimated at 375,300 acres against 360,500 acres in the preceding year. Taking the provincial yield at 10 tons per acre for north of the Ganges, and 14 tons elsewhere the gross outturn of cane works out at 3,692,700 tons or 100,523,500 maunds as compared with 3,790,900 tons or 103,196,700 maunds of the preceding year.

The districts in which cotton is grown on more than 1,000 acres are Saran, Muzaffarpur, the Santal Parganas and the districts of Chota Nagpur Division except Singhbhum. The weather and general condition of the crop in these districts were on the whole fair. The estimated yield was 7,131 bales as compared with 8,265 bales of the preceding year.

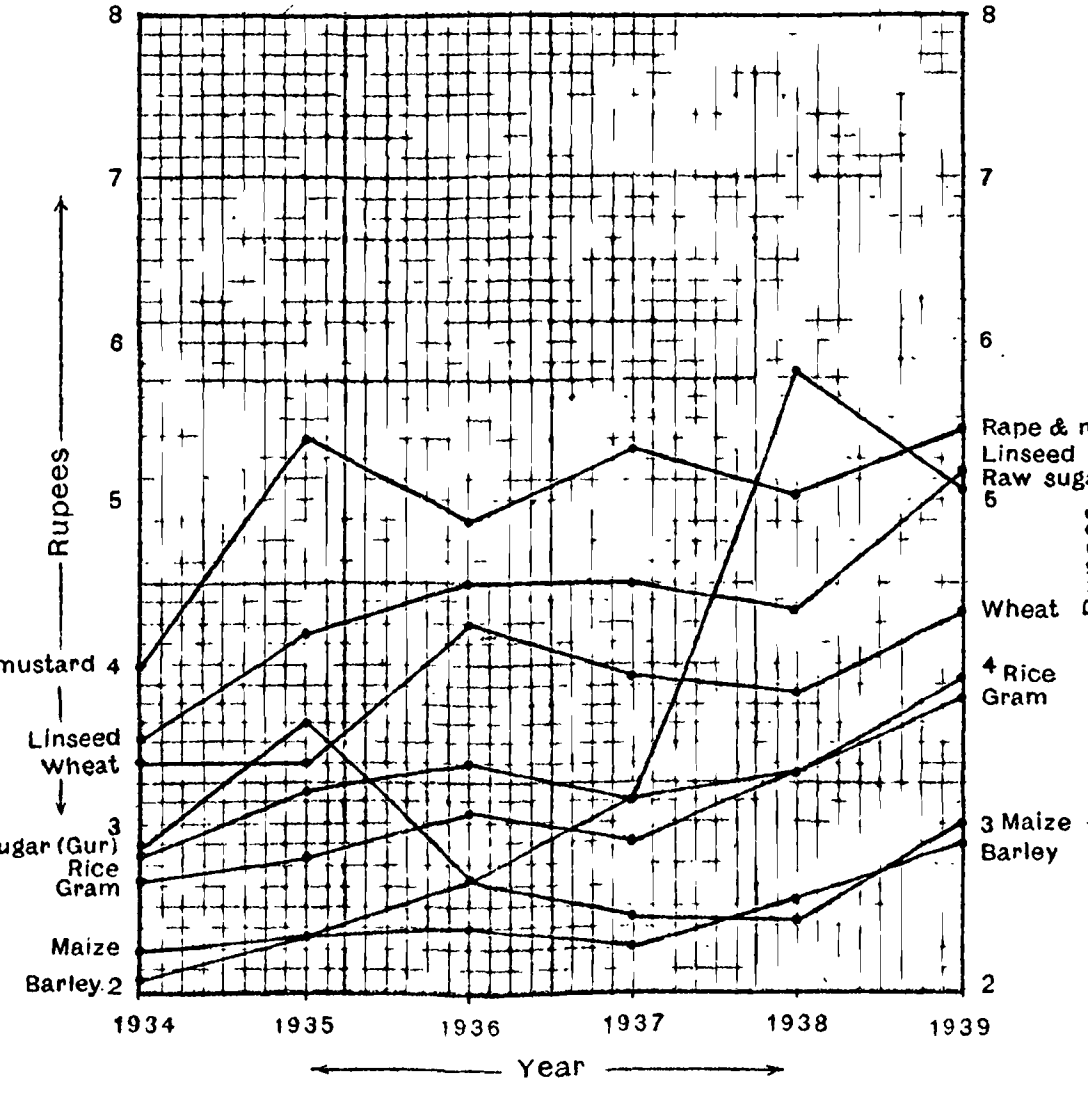
Cropped Area.

The total area cropped for the year, which includes the area cropped more than once, was estimated at 23,350,700 acres as against 23,810,000 acres in the preceding year.

The area under winter or *aghani* paddy, which is by far the most important crop in the province, showed an increase of 1.23 per cent as compared with that of the last year, and the area under autumn or *bhadai* paddy decreased by 0.96 per cent. The area under maize and *marua*, the other important *bhadai* crops, showed decreases of 2.07 and 3.18 per cent respectively on account of unfavourable weather conditions, while the area under jute, another important *bhadai* crop, also suffered a reduction of 29.10 per cent due to excessive rainfall and flood in the most important jute-growing district of Purnea.

Of the *rabi* crops, gram, barley, wheat, rape and mustard and linseed are the most important and the areas under these during the year showed reduction of 1.40, 0.54, 0.55, 3.79 and 1.77 per cent, respectively as compared with the previous year due mainly to deficient rainfall in October.

Graph showing price per standard maund in rupees of important agricultural commodities from 1934 to 1939.



Drawn & Zincographed in the Bihar Survey Office Gulzarbagh, Patna.

Prices And Marketing.

The prices of staple food-grains were on the whole slightly higher than the previous year except in the districts of Darbhanga, Monghyr and Purnea.

The scheme of agricultural marketing, financed by the Government of India with a view to study the whole problem in regard to the marketing of agricultural commodities to enable the primary producer to obtain better prices for his produce, made good progress during the year. The most important marketable commodities have been surveyed by the specialised staff engaged for the purpose and preliminary reports have been completed. Developmental work in starting grading stations for eggs, ghee, oil, rice, tobacco, mangoes, etc., has been in progress and stations for the grading of ghee, tobacco and mangoes have been established in one or two centres which have definitely brought higher returns to the growers. It is proposed to appoint a Gur Development Officer to develop better markets for *gur* and to improve the quality now being sold in the market.

Agricultural Research.

The research work carried on by the Department of Agriculture falls under two distinct heads, one financed by the Imperial Council of Agricultural Research and the other financed from the provincial revenues.

The rice research scheme falling under the former category is being continued with a view to tackle the problems facing the cultivator regarding the rice crop, which is the major food crop of the province, and thereby assist him in recovering better quality and higher yield from the crop through the evolution of improved varieties and better methods of production. The Rice Specialist has succeeded in selecting various promising strains from established pure lines, and these have been tested at various centres and have proved superior to the existing standard varieties now recommended by the Department. A number of these give promise of very high yields. It has been shown that the best time for planting paddy is during the month of August with six weeks old seedlings, 6 inches apart being the optimum spacing with three seedlings per hole.

Acclimatisation of exotic varieties of rices is in progress and the work in this direction is proceeding satisfactorily.

Work on the manurial side of this crop has shown that ammonium sulphate is superior as a source of nitrogen to nitrate of soda, and where phosphates are necessary, it is better to apply superphosphates in combination with ammonium sulphate. The value of green manure has been established. By adopting this it is possible to get a substantial increased return per acre.

Under the sugarcane research scheme, financed by the Imperial Council of Agricultural Research, several promising varieties of proved merit and high yields have been introduced and distributed to the growers. They are Coimbatore 299 in the early medium group, Coimbatore 213 in the medium and Coimbatore 331 in the late group. Other promising varieties such as Coimbatore 395, Coimbatore 393, Coimbatore 371, Coimbatore 383, BO 4, Coimbatore 513 and Coimbatore 421 are still being tested.

On the manurial aspect of the crop, it has been established that castor cake is definitely a suitable manure for promoting the yield of the crop; that there was no definite benefit in applying half the manurial dose at the time of planting and the other half at earthing up. The use of potash brought no economic gain in yield. Rotational experiments have shown that it pays to green-manure a cane crop rather than leave it fallow before planting a crop.

Attempts are being made to utilise the waste products of the sugar industry to greater advantage for the benefit of the crop.

The research work on fruits in the province, also financed by the Imperial Council of Agricultural Research, is confined to such important fruits grown in the province as mango, litchi and papaya. The work, however, is being chiefly concentrated on the problem of the alternative bearing of the mango to discover the cause of this phenomenon which is a serious handicap to the fruit grower. A physiologist was sent abroad to be trained specially to take up this aspect of the work and he returned in September, 1937, and is now in charge of this scheme.

A collection of 55 varieties of mangoes from various parts of India have been planted at Sabour, which is the headquarters of this scheme, to see if any of these varieties can be introduced with benefit in Bihar. A few of these have been fruiting for the last two years, and there are indications that some could be grown with advantage.

Cultivation of the litchi is confined to only certain parts of the province and attempts are being made to extend the cultivation to other areas. Another problem is in regard to its propagation and it is found that the system of propagation known as " goote " is the most superior and economical.

At present there are no pure varieties of papayas and steps are being taken to discover suitable strains for the province.

Another major scheme known as Sugarcane Improvement Scheme is designed to develop the cultivation of sugarcane on more

improved lines and to give the growers every facility towards achieving this object. This scheme is financed from the sugar excise fund at an annual expenditure of Rs. 3,00,092. Through the medium of this scheme, 7,827 sugarcane demonstrations were carried out and 60,434 maunds of sugarcane were sold to the public, chiefly for seed purposes during the year.

Provision also exists for the free distribution of improved seedcane, green manure seed and fertilisers to encourage growers in their use.

An Entomological section was started during the year to investigate the problems dealing with the insect pests of cane. A scheme was also sanctioned for starting a sugarcane mycological section to study the fungus pests of sugarcane.

In addition to the above, there are several minor schemes which are either financed by the Imperial Council of Agricultural Research or from provincial revenues. Some of these are, (*i*) sunhemp scheme, (*ii*) fodder analysis scheme, (*iii*) flue-curing of tobacco and (*iv*) rock drilling. Work in connection with these schemes is in progress.

Apart from these schemes, research work is being carried on in the Chemical, Agricultural Engineering and Botanical Sections of the Department which are situated at the Research Institute at Sabour. The Agricultural Chemist, the Agricultural Engineer and the Assistant Economic Botanist are in charge of these sections respectively and the cost of these sections are met from provincial revenues.

One of the main items of work in progress in the Chemical Section is the completion of the soil survey of the province. This work was started in 1935 and it is hoped before long to have a complete soil survey map of the province which will furnish all details regarding the types of soil found in the province along with useful information regarding their chemical and physical properties. The Chemical Section undertakes the analysing of all the sugarcane juice samples throughout the harvesting season from centres all over the province. In addition to this special work, samples of soil, manures, fodders, etc., are also analysed for other sections of the Department as also for the public. Problems relating to the manurial and water requirements of crops and mineral requirements of livestock are being studied by this section.

The Engineering Section deals mainly with improvement of irrigational facilities for the cultivators by improving the output

of water through the sinking of open borings and tube-wells and in the conservation of rain-water for irrigational purposes by the construction of tanks and the bunding up of small streams and ravines. A special staff for the installation of tube-wells and open borings is maintained for the benefit of the cultivators. Work is also undertaken to design suitable water lifts for irrigation purposes.

Attempts are also made to design improved agricultural implements and machinery. This section has so far succeeded in designing recently a suitable hand-power winnowing machine capable of dealing with six maunds of grain per hour which is expected to be particularly useful in winnowing wheat and gram. Four of these machines were made and distributed to the four ranges. After the machines have been thoroughly tried and tested, it is proposed to make them available to the cultivators at a price of Rs. 100 each. A further improvement in the present design of the rahat pump has also been effected during the year.

The Botanical Section deals chiefly with the breeding and production of improved varieties of crops. Work in connection with the breeding and selection of improved varieties of linseed, sun-hemp, gram, *juar*, maize *rahar*, vegetables, chillies, etc., is in progress and improved strains are being selected.

Propaganda And Demonstration.

The Department took part in the different fairs and held agricultural exhibitions for demonstrating agricultural improvements. In the grounds of the Sonepur fair, which is the most important fair in the province, the Department possesses a permanent demonstration plot which is run on the same lines as a model farm. During the fair all kinds of improved implements and their uses are shown to the people. The use of different kinds of water lifts suitable for agriculture are also being demonstrated.

The Department distributed 38,641 maunds of seeds of improved varieties, which included 36,256 maunds of sugarcane seed. The Department has succeeded in introducing several improved varieties of cane and has arranged with several planters for the multiplication of wheat seed on its behalf.

Agricultural Advisory Committees.

In order that the departmental staff may be helped in carrying on propaganda and demonstration work for the development of agriculture, 62 Agricultural Advisory Committees were appointed, each subdivision being an unit. A total grant of Rs. 14,070 was distributed among these committees to enable them to carry on that work. In each subdivision one overseer and three kamdars

were engaged for propaganda work with a view to spread agricultural knowledge among the villagers as effectively as possible.

Other Activities.

Other developmental activities in connection with such industries as are connected with agriculture are bee-keeping, goat-keeping and poultry. A staff of overseers trained at Bangalore and Cuttack for a short course in the art of bee-keeping were employed in the establishment of apiaries at the central farms of the Department and in training other overseers of the Department in this art. A small flock of Jamnapari goats were purchased from the Mission Goat Breeding Farm, Etah, United Provinces and they are being kept at the Gaya Farm with a view to investigating the possibilities of developing this branch of animal husbandry, while a small flock of sheep is maintained at the same Farm with a view to studying the question of sheep-breeding at first hand. Two flocks of white leghorn poultry are being maintained by the Department, one at Kanke and the other at the Patna Farm. The Kanke flock is progressing satisfactorily and the work towards better egg-production is being continued. The Patna flock, on the other hand, received a set-back due to outbreaks of dangerous poultry diseases. The assistance of the Poultry Disease Investigation Officer was sought to combat these diseases.

Agricultural Farms.

There were 4 central experimental farms with their range subsidiary farms, i.e., Patna, Pusa, Sabour and Kanke. The Patna Central Farm continued to tackle the agricultural problems on general crops like sugarcane, paddy and wheat. At the Pusa Farm fodder crop such as *berseem* and hot weather maize are grown, while a portion of *dhab* land is now being utilised for studying the problem of deep water paddies suited to the commonly flooded tracts which now provide a serious problem for finding out suitable crops and varieties for the flooded parts of the Tirhut Range. At the Sabour Farm, a very large number of experiments with all the principal crops of the Range were conducted, jute and cotton being the new crops to be taken up later, while a portion of the farm has been transferred to rice section for research work. At the Kanke Farm experiments on paddy sugarcane, fruit, fodder crops, etc., are being conducted. A feature of the work at the farm is the experiment in bee-keeping. A special shed has been erected at which bees have been successfully hived.

Cattle Diseases.

In the beginning of the year the general condition of the cattle was satisfactory. But during the monsoon which broke out earlier, a large

number of outbreaks were reported from all parts of the province. The principal contagious live-stock diseases, viz., Rinderpest, Haemorrhagic Septicaemia, Black Quarter and Foot and Mouth diseases were reported from almost all the districts of the province. Anthrax appeared in Purnea and all districts south of the Ganges except Manbhum, while Bovine Surra occurred in most of the districts in a sporadic form. During the year 5,524 outbreaks of different contagious live-stock diseases were reported and of a total of 63,574 animals affected, 18,062 succumbed as compared with 2,884 outbreaks, 36,593 attacks and 12,644 deaths recorded in the previous year. The increase in the figures of outbreaks and deaths is due to the fact that all the principal contagious live-stock diseases except Foot and Mouth Disease were rampant in a virulent form in the Central Range. A total number of 5,144 outbreaks were attended to by the staff of the Department during the year. Altogether 616,720 cattle were protected through inoculations in a total bovine population of 777,098 in the 1,261 villages in which the outbreaks occurred. The immunization was successful, the percentage of deaths of the immunized animals being only .04 though this was high compared with the figure of .005 during the previous year. Inoculation of cattle against Rinderpest by the "Serum alone" and the increasingly popular "Goat-Tissue-Virus" methods was carried out in all the districts.

Veterinary Hospitals.

Twenty-nine veterinary hospitals functioned during the year, in which altogether 119,576 animals were treated as compared with 103,459 during the previous year. In addition, 132,171 old cases were treated and 18,798 animals not brought to hospitals were supplied with medicines. Altogether 430,088 fresh cases were treated by the Veterinary Assistant Surgeons on tour as well as at the headquarters. In addition, 25,926 old cases were treated.

A feature of medical facilities for the treatment of cattle-diseases was a net-work of rural field veterinary dispensaries. One hundred and seventy-five such veterinary dispensaries were at work. Altogether 178,036 fresh cases were treated at these institutions as compared with 143,441 in the previous year.

Cattle Farm.

The total strength of the herd at the Patna Cattle Breeding and Dairy Farm at the end of the year was 592. The total milk yield during the year was 370,382½ lbs. In addition, over 544 lbs. of cream, 188 lbs. butter and over 112 lbs. of ghee were sold. The total revenue of the farm amounted to Rs. 53,566 against the total expenditure of Rs. 68,901-6-6.

The Bihar Veterinary College.

The college entered upon its 9th session during the period under review. 46 new students were admitted, while 55 out of 63 old students returned for further studies, making a total of 101 students on the roll. The new admissions included 29 students from other provinces and States, including 18 from the United Provinces admitted under a reciprocal arrangement entered into with the Government of that province whereby they undertook to admit 10 students from Bihar into the Cawnpore Agricultural College in return for 20 of their students admitted into the Bihar Veterinary College. A revision class was started for the first time in January 1939 for the plucked students of class 'A'. 7 out of 8 such students joined the class. Out of 26 students, 22 passed the Diploma Examination, and out of 56 and 25, 48 and 20 passed the Annual Examination of Classes 'A' and 'B', respectively. The college hospital did useful work. The Research Laboratory carried out experiments in several diseases.

Propaganda And Research.

Altogether 7,508 lectures on different subjects, e.g., common livestock diseases and their prevention, care and management of animals, etc., were delivered by the departmental staff at important centres, fairs, gatherings and rural veterinary dispensaries and primary schools.

Experiments in Rinderpest with the object of evolving suitable methods for cultivating the Virus in Vitro were continued and a method of getting cell-free Rinderpest Virus from blood cells by means of Glycerine was evolved.

Efforts were made by the Disease Investigation Officer to come to grips with the diseases of cattle that were of immediate concern to the stock-owners.

Prevention Of Cruelty To Animals.

The work under this head is done by the Society for the Prevention of Cruelty to Animals, Bihar. The departmental staff attended 919 cases which were prosecuted or brought to their notice. In addition, 5 cases of flaying goats alive and 5 cases of cattle poisoning were reported. The total income of the Society, including the imposition of fines, was Rs. 14,678-7-0, while the total expenditure was Rs. 7,852-15-6.

The Co-operative Movement.

23. The total number of working societies of all kinds, including the Co-operative Federation and the Provincial Co-operative Bank, stood at 7,762 as against 7,246 in the previous

year. There was a net increase of 516 societies which included 469 cane-growers' co-operative societies. Further organisation of new credit societies is not being encouraged pending the consideration of the rehabilitation scheme and formulation of new rules to be followed in order to avoid the pitfalls of earlier organisation.

The percentage of classification of societies audited during the year is as follows :—

A (Model)	...	...	...	.9
B (Good)	...	...	...	6.4
C (Average)	...	...	...	66.4
D (Bad)	...	...	...	21.4
E (Hopeless)	...	...	...	4.9

The Central Co-operative Bank, Limited, Aurangabad, had the highest percentage of model societies, i.e., 17.4 while the highest percentage of good societies stood at 22 and was attained by the Siwan Central Co-operative Bank, Limited. The Central Co-operative Bank, Limited, Sitamarhi, had the highest percentage of bad and hopeless societies, i.e., 56.3 and 11.4, respectively.

Efforts to eradicate corruption in the co-operative institutions were continued during the year and the Department succeeded in further reducing the number of such cases. Only 7 cases of malpractices were detected during the year against 19 in the previous year.

The Provincial Co-operative Bank.

There was a further decrease in the working capital of the Provincial Co-operative Bank from Rs. 96,30,144 to Rs. 91,29,546. This fall was mainly due to heavy refund of deposits. The paid-up share capital also decreased from Rs. 5,89,400 to Rs. 5,84,400. As in the last five years, no dividend was declared on the shares for want of any distributable profits. The statutory Reserve Fund increased from Rs. 4,54,345 to Rs. 4,55,905, while the Reserve for contingencies rose from Rs. 3,57,900 to Rs. 3,60,542. The total amount of deposits of all kinds held by the Bank was Rs. 53,39,000 against Rs. 64,27,000 in the previous year. The position of the Bank improved with the assistance which Government gave in the form of a loan of Rs. 10 lakhs and a declaration of their intention to stand behind the Bank. The rates of interest paid on the different kinds of deposits continued to be the same as in the previous year except that on fixed deposits even for more than a year the same rate was allowed as on fixed deposits for one year only.

In the matter of fresh financing the Bank continued to follow a very cautious policy. No fresh loans except some short-term loans to the Paharia societies in the Rajmahal subdivision in the district of Santal Parganas were given to any Central Bank or Union. Collection from these societies was 98.9 per cent and 100 per cent respectively of the total demand on account of principal and interest. This should serve as an example to other co-operative institutions in the province. The total demand from Central Banks was Rs. 43,95,000 as principal and Rs. 8,54,000 as interest against a total collection of Rs. 78,000 as principal and Rs. 58,000 as interest. The Bank made a profit of Rs. 1,21,000 including the sum of Rs. 1,18,000 brought over from the previous year. The year's profit was, therefore, Rs. 3,000 only against Rs. 30,000 in the previous year.

Central Banks And Unions.

The number of Central Banks and Unions was 53 as before. The aggregate paid-up share capital on the 31st December 1939 was Rs. 16.07 lakhs against Rs. 16.22 in the previous year. The working capital also decreased from Rs. 164.50 lakhs to Rs. 160.73 lakhs. The total statutory Reserve stood at Rs. 7.45 lakhs, being only 4.6 per cent of the working capital. The proportion of owned to borrowed capital was 1:4.

The total reserve of Banks and Unions increased by Rs. 44,000 and stood at Rs. 14.30 lakhs. The statutory Reserve also increased from Rs. 7.38 lakhs to Rs. 7.45 lakhs. The total deposits held by Central Banks and Unions decreased from Rs. 82.22 lakhs to Rs. 78.49 lakhs. The Ranchi Central Co-operative Bank had the largest amount of deposits from societies, i.e., Rs. 71,888, while the largest amount of deposits from individual members stood at Rs. 76,013 which was held by the Laheriasarai Central Co-operative Bank. The total collection on account of principal which amounted to Rs. 4.04 lakhs represented 3.6 per cent of the total demand against 4.8 and 3.6 per cent in 1937 and 1938, respectively. The Deoghar Bank had the highest percentage of collection, viz., 55.9, the Godda Bank came next with 35.8 per cent, the Dhanbad and the Siwan Banks had 31.7 and 21 per cent, respectively. Collection in four banks ranged between 10 and 20 per cent, while in eight banks it varied between 5 and 10. In the remaining thirty-seven banks it was below 5 per cent. The total collection of interest was 4.61 lakhs against Rs. 4.98 lakhs in the previous year. The percentage of collection was 7.8 against 9.9 in the previous year. The combined percentage of collection of principal and interest came to 5 against 5.4 in 1938. The banks

advanced only Rs. 1.84 lakhs to their affiliated societies against Rs. 1.98 lakhs in the preceding year.

Rural Development.

The Bihar Village Welfare Scheme, financed by the Government of India grant, was amalgamated with the bigger scheme of Rural Development under the control of the Chief Organiser, Rural Development Department. Some of the Central Banks, however, continued to interest themselves in rural reconstruction work as before. Village roads were constructed and repaired, old wells excavated and new ones sunk with the joint effort of the members.

Societies.

The total number of working agricultural societies of all types increased during the year from 7,039 to 7,486 with 179,838 members against 169,078. The paid up share capital and working capital of the societies amounted to Rs. 10.71 lakhs and Rs. 142.55 lakhs, respectively, against Rs. 11.24 lakhs and Rs. 147.12 lakhs in the previous year. The statutory reserve and the other funds stood at Rs. 25.93 lakhs and Rs. 1.33 lakhs, respectively, against Rs. 26.64 lakhs and Rs. 1.22 lakhs in the preceding year. The percentage of owned to borrowed capital was 36.3.

Among the Agricultural Societies there were 23 grain *golas*, 2 Sale Societies, 1 Dairy Society, 1 Better Farming Society, 27 Cane Marketing Unions and 826 Cane-growers' Societies.

The scheme for the organisation and operation of Cane-growers' Co-operative Societies was transferred to the control of the Cane Commissioner, Bihar, who was vested with the powers of Joint Registrar. The membership of these societies stood at 17,924 and the societies contracted for a supply of 4,513,424 maunds of cane to sugar factories during the crushing season 1939-40 on behalf of these societies. The most significant feature of the activities of these societies was that they introduced a very large amount of improved and greater sucrose yielding varieties of cane and improved agricultural implements in their areas of operation.

The number of primary credit societies decreased from 6,628 to 6,606 and the membership from 152,873 to 152,745. The working capital and the reserves stood at Rs. 141.24 lakhs and Rs. 26.99 lakhs, respectively, against Rs. 147 lakhs and 27.62 lakhs in the preceding year. The total amount of loans advanced to members during the year was Rs. 2.06 lakhs against Rs. 2.51 lakhs advanced in the previous year. Out of the total demand of principal of Rs. 95,24,991 only Rs. 5,21,420 or 5.4 per cent could be collected, while out of the total demand of interest of Rs. 82,50,670, Rs. 4,92,437 or 5.9 per cent could be collected.

The number of non-agricultural societies increased from 205 to 215 during the year and the membership from 33,048 to 35,068. Out of the total demand in respect of principal of Rs. 2,69,336, Rs. 1,34,965 or 50.1 per cent could be collected and out of the total demand of interest of Rs. 1,46,134, only Rs. 8,836 or 6.04 per cent could be collected. Of these special mention be made of the societies for the depressed classes which numbered 24, of the Thrift Societies numbering 5 with 124 members, and of Better Living Societies numbering 30 with 1,412 members.

The Co-operative Federation.

The control of audit was taken over by Government and the Federation continued to confine its activities to the organization of the annual meeting of co-operators, publication of magazines and securing a uniform standard of work in all the banks, etc. A contribution of 6 pies per cent on the working capital of central banks and unions and limited liability societies was levied for carrying out the restricted future activities of the Federation and maintaining the minimum staff required for the purpose. A sum of Rs. 863-10-0 only was realised on this account against a total assessment of Rs. 6,859-10-9 for the year. The Federation started the year with an overdraft of Rs. 33,731-3-9 and closed with an overdraft of Rs. 31,989-10-6 in the old cash credit account with the Provincial Co-operative Bank. It received during the year a subsidy of Rs. 8,051 from the Government for audit for the year 1938-39 and another of Rs. 1,200 for the maintenance of inspecting clerks in backward areas, while a sum of Rs. 2,082-2-3 was also realised on account of arrear audit contribution due from banks and societies.

The Twenty-first Session of the Co-operative Federation Congress was held at Muzaffarpur on the 19th and 20th August 1939 with Dr. Radhakamal Mukherji, Professor of the Lucknow University, as President. The session was opened by the Hon'ble Mr. Anugrah Narayan Sinha, the then Minister-in-charge of Finance and Local Self-Government.

The publication of the Bihar Co-operative Journal and the Hindi magazine, *Gaon*, was continued during the year.

The Co-operative Training Institute continued to impart training to field workers in the co-operative movement. The training of the graduate stipendiaries was completed and the refresher course training of the organisers and supervisors of cane-growers' co-operative societies was also taken up.

By the end of 1939, enquiries were completed in 21 banks containing 2,437 societies with over 49,000 members.

Progress Of Rehabilitation Enquiry.

Cane Department.

For the purpose of administering the Sugar Factories Control Act, 1937, a separate department, known as the Cane Department, was established under a Cane Commissioner. The departmental staff consisted of an Assistant Cane Commissioner, Special Cane Inspector, Sugar Chemist and eight Cane Inspectors. In addition to these, four junior officers of the Indian Civil Service were deputed to the Department to work as Cane Inspectors for the duration of the crushing season. A Provincial Sugarcane Advisory Committee and Advisory Committees for Saran, Champaran, Muzaffarpur, Darbhanga and Purnea and for Bhagalpur-*cum*-Monghyr and for the Patna Division were set up. A Sugar Control Board was constituted to deal with important matters, affecting the sugar industry.

The total quantity of cane crushed by the thirty-two factories, operating in Bihar, during the year with which the Department had to deal amounted to 4.88 crores of maunds. The seven factories in the United Provinces with which the Department has to deal purchased about 22 lakhs maunds of cane from this province. The total quantity of sugar produced in the province was 164,500 tons against 225,300 tons of the previous year, being 25.08 per cent of the total production of the country. The average recovery for the provincial factories was 8.97 per cent as compared with 9.58 per cent in the previous season.

In consultation with various statutory Advisory Committees, a definite cane-growing zone was reserved to each factory. This system ensured a rational method of supply of sugarcane to the factories to the mutual advantage of the growers and the factories.

It was a very favourable year for the grower so far as sugarcane prices were concerned. Due to the shortage of the crop, the grower obtained good prices for his cane. The price of cane fixed at the beginning of the season was 6 annas 9 pies per maund for cane purchased at the factory gate or within 5 miles of it, 6 annas 6 pies for cane purchased at outstations and transported at the cost of the factory from distances of 5 to 28 miles from the factory and 6 annas 3 pies for cane transported at the expense of the factory from a distance of more than 28 miles. With effect from the 12th February 1939 an all-round increase of 3 pies per maund was announced and this figure remained in

force till the end of the season. Actually due to the shortage of the crop, growers in some cases realised as much as 5 annas per maund over and above the minimum price fixed by Government. The crop brought cash to the value of over rupees two crores to the growers during the year.

In addition to zoning, another innovation introduced during the year was the levy of a cess of 6 pies per maund on every maund of cane purchased by a factory in order to provide funds for the development of cane cultivation. The total amount collected during the year on this account was Rs. 14,58,694.

CHAPTER XI

Commerce And Industry.

General.

The industrial outlook was, on the whole, satisfactory during the year. The improvement in the coal and the mica industries was maintained and there was an increase in their output. There was a fall in the demand for manganese ore owing to the restrictions imposed by the Japanese Government and the dullness of the European market. The iron and steel industry did well and the workshops of the Tata Iron and Steel Company, Limited were expanded by the addition of a new plant. The wire nail industry at Jamshedpur also continued to flourish and added a new plant for the manufacture of bolts and nuts. The Tinplate Company of India, Limited, Golmuri, and Kumardhubi Engineering Works suffered during the year as a result of labour strikes. The rice and flour milling industry showed some improvement. The depression in the lac industry continued to cause anxiety to the Provincial Government who drew up a scheme for the better marketting of lac for the consideration of the Legislature. The outbreak of war after the close of the year brought about an improvement in the price of lac and the necessity for any measure of control was less urgent. Although the large rise in prices immediately after the outbreak of hostilities has not been maintained, the market appears to have become stabilized at a reasonable level owing to the increased demand for lac for war purposes.

The Tata Iron and Steel Company increased their output of iron ore from the Noamundi mines by nearly 140,000 to 680,000 tons; their production of pig iron increased from 921,300 to 1,023,000 tons and their production of saleable steel increased from 660,378 to 701,000 tons. The Bengal Iron Company, now amalgamated with the Indian and Steel Company, produced 545,822 tons of iron ore from their mines during the year.

Coal.

The decline in the coal industry, which was manifest towards the latter half of 1938, continued throughout the year. Although there was a normal demand for coal, stocks at most collieries accumulated. There was a temporary panicky demand for coal when war was declared in September 1939, but this only lasted for about a week. Labour was plentiful up to September and thereafter it became scarce due

to an unprecedented rich harvest. Wages were inclined to rise somewhat towards the end of the year.

The number of coal mines worked was 363 in 1938 and 334 in 1939. The output of coal decreased from 15.46 million tons in 1938 to 14.89 million tons in 1939.

The despatches were slightly better than those of the preceding year.

Mica.

Prices of all grades and qualities of mica rose during the year owing mainly to increased demand in Europe and Japan. American demands remained sub-normal until the outbreak of war. In general, prices during 1939 were considerably higher than at any previous period of the Bihar Mica Industry. The supply of labour was sufficient and wages were normal. The mica export from Calcutta showed a further increase from 134,425 cwt. in 1937 to 142,782 cwt. (valued at Rs. 99,85,187) in 1938. Of these 79,621 cwt. were block and splitting mica, 1,136 cwt. manufactured mica and 62,025 cwt. scrap mica.

Copper.

At the copper mines worked by the Indian Copper Corporation, Limited, in the Singhbhum district, operations were carried out throughout the year with the exception of a stoppage of two days due to the shutting down of the Moubhandar Generating Plant, which supplies the mine with power. The stoppage was due to a slow-down strike on the part of the Boiler Plant operatives.

The output of copper ore amounted to 403,443 short wet tons as compared with 322,649 short wet tons hoisted during the previous year when operations were curtailed by a strike. This output was produced almost entirely from Mosabani and Dhobani mines, although small tonnages won during development operations at Badia and North Badia are also included.

The production of refined copper amounted to 6,535 long tons as compared with 5,330 long tons produced during the previous year. The grade of ore for 1939 was maintained at the same level as for 1938. The production costs for the year whilst somewhat less than those of the previous year, when there was a strike lasting three months, show a considerable increase over those of 1937. For this the increased cost of wages, leave pay and maternity benefits made by the Conciliation Board's award in November 1938, coupled with the increase in the cost of stores, were mainly responsible.

Iron.

The production of iron ore was 1,421,090 tons, valued at Rs. 26,89,996 as compared with 1,587,362 tons valued at Rs. 27,30,077 in the previous year. The Tata Iron and Steel Company's plant was maintained in full operation throughout the year and in result the production of pig iron rose from 921,300 tons in 1937-38 to 1,020,000 tons during the year under review and of saleable steel from 660,378 tons to 701,000 tons. A new Power Plant and Distribution System with sub-stations at the important centres in the works were put into operation and the new Control and Research Laboratory was officially opened during the year.

The following table gives details of the other important minerals produced in the province :—

Other minerals.

Minerals.	District where found.	Output in tons in 1937.	Output in tons in 1938.
1	2	3	4
Manganese ore ...	Singhbhum	24,180	24,469
Chromite ore ...	Singhbhum	7,678	5,194
Steatite	Singhbhum and Hazaribagh ...	550	692
Slate	Monghyr	573	820
Limestone ...	Ranchi and Shahabad ...	345, 037	613,138
Stone (chiefly igneous rock).	Gaya, Monghyr, Santal Parganas, Shahabad and Singhbhum.	488,792	616,995
Sandstone ...	Shahabad	39,414	18,612
Fireclay	Bhagalpur and Manbhum ...	4,280	8,871
China clay ...	Bhagalpur and Singhbhum ...	7,407	7,493
Gravel	Singhbhum	13,936	14,117
Gold	Manbhum and Singhbhum ...	26 ounces.	16 ounces.

The number of metalliferous mines worked during the year was 1,056, an increase of 96 over the previous year's figures, viz., Bauxite 1, Chromite 13, Clay 11, Copper 6, Fireclay 19, Gold 2, Iron ore 9, Limestone 19, Manganese 21, Mica 857, Slate 5, Steatite 4 and Stone 89.

There were 911 accidents in mines, of which 135 were fatal. The number of persons killed was 144, while 808 were seriously injured as against 119 killed and 647 injured in the previous year.

Factories.

The number of factories increased from 357 to 378 during the year. 31 new factories were added on to the register and 10 were removed.

The average daily number of workers employed in all the industries during the year was 93,034. The number employed in each industry was as follows :—

Metal manufacture	25,583
Engineering	19,296
Sugar	18,110
Ceramic	5,760
Tobacco	1,763
Printing	1,633
Mills	6,320
Coke	2,065
Shellac	1,741
Textile	7,533
Educational	854
Miscellaneous	2,195
Total ...	93,034

The total number of accidents of all classes which were reported during the year was 3,306.

The number of inspections made by the regular Inspectors during the period was 395, that by the *ex-officio* Additional Inspectors and *ex-officio* Inspectors 81 and that by the *ex-officio* Lady Additional Inspector 18.

The occupiers and managers, in some cases occupiers or managers alone of 10 factories were proceeded against under the Factories Act.

Registered Companies And Associations.

The number of companies limited by shares was 171 during the year against 150 in the previous year. The total authorised capital of these companies was Rs. 18,91,74,350 against Rs. 16,55,28,650 in the previous year, while the total paid-up

capital was Rs. 5,67,53,570 against Rs. 4,39,61,967. 21 such companies were registered during the year, of which 7 were registered as private companies. One of these was voluntarily wound up during the year and another struck off the register under section 247 of the Indian Companies Act, 1913, as amended by Indian Companies (Amendment) Act of 1936.

No foreign companies were registered during the year.

10 new societies were registered under Act XXI of 1860, bringing the total number in the province to 82.

The number of firms registered under the Indian Partnership Act of 1932 was 55 against 64 in the previous year.

8 trade unions were registered during the year, bringing the total number of such unions to 18.

Boilers.

During the year 2,522 applications were received for inspection of boilers by the joint Inspectorate of Bihar and Orissa, and out of the total number of 2,893 applications including those outstanding from the previous year, the inspections of 2,667 boilers were completed.

59 steam vessels (Bihar 51 and Orissa 8) were surveyed under the Indian Steam Vessels Act. The number of visits made to steamers was 113 in addition to the total number of visits to boilers.

The total fees realised for boilers and steamers in Bihar during the year was Rs. 1,32,230-7-0.

11 prosecutions were instituted for offences under the Indian Boilers Act. Except in one case all the prosecutions ended in conviction.

Electricity.

Up to the year under report the number of licenses granted for undertakings under the Indian Electricity Act was 14, of sanctioned undertakings 5 and the number of licenses granted during the year was 3. Applications for the grant of licenses for the towns of Purulia, Dhanbad-Jharia, Samastipur and Hazaribagh were under the consideration of Government when the year closed.

20 electrical accidents were reported of which 6 were fatal, 2 serious and 12 slight. With a view to reducing the number of such accidents, supply companies were asked to see that their consumers strictly complied with rule 51 of the Indian Electricity

Rules, with the result that more precaution is now being taken in this direction though there is still room for improvement. It is also hoped that accidents will be minimised on the introduction of rules for the grant of competency certificate to wiremen, etc. which are still under the consideration of Government.

During the year 183 high and medium pressure installations and 47 cinema installations were inspected and a sum of Rs. 7,324 as inspection fees was collected.

Cottage Industries.

The hand-weaving industry of the province, which is the important cottage industry in Bihar, showed a further advance during the year under report. The quantity of yarn consumed by the handlooms increased from 18.1 to 22.0 million lbs. The weaving demonstration parties introduced among the weavers 2,337 fly shuttle looms, 233 warping drums, 30 dobbies and 10 jacquards, and demonstrated the weaving of fabrics of finer quality and better designs. Itinerant demonstration parties for training in tanning and leather work were started during the year. The sale of art textiles of the purdah manufacturing section declined during the year and amounted to Rs. 1,32,066 as against Rs. 1,69,197 in the previous year, due to a fall in foreign business, but the handloom marketing organisation (Bihar Cottage Industries) and the Government Wool Emporium tried to make up the deficit by designing and manufacturing staple goods for the Indian market. The training of ' Hos ' of the Singhbhum district in wool spinning and weaving of druggets and *asans* made further progress and they were supplied with charkhas and looms by the department which also helped to market their goods through the Wool Emporium.

Bihar textiles were advertised and marketed through 5 subsidised sales depots at Patna, Ranchi, Jamshedpur, Calcutta and Delhi-Simla, 2 foreign agents, 18 Indian agents and the central warehouse at Gulzarbagh. The depot at Delhi-Simla was closed towards the end of the year as the subsidy paid was out of proportion to the sales effected and a stockist agent was appointed there on commission basis. The five depots sold goods worth Rs. 33,360, while the sales of the London and New Zealand agents amounted to Rs. 31,044 and 29,931, respectively. Bihar textiles were also exhibited in the exhibitions held in India and in foreign countries.

The total expenditure on the handloom marketing organisation out of the grant from the Government of India amounted to Rs. 45,337 during the year as against Rs. 49,459 in the previous year.

Pisciculture.

It is satisfactory to note that the export of fish from Bihar increased from 72,684 maunds to 1,31,403 maunds during the year. The fry distribution work at the Patna centre was maintained inspite of unfavourable weather conditions. This centre was able to give a supply of fry to the Government of Bombay for the development of pisciculture in that province. The experiment in the rearing of spawn at Ranchi with the object of spreading pisciculture in Chota Nagpur was not very successful. It is hoped to remove the defect after a biological and chemical examination of the rearing tank as advised by the Director of the Zoological Survey of India.

State Aid To Industries.

A provision of Rs. 6,000 was made during the year for giving loans to small industrialists under the State Aid to Industries Act but only Rs. 1,000 was advanced to two applicants. The Board of Industries recommended some more applications for loans, but they could not be sanctioned as the applicants failed to furnish the necessary security.

Industrial Education.

The importance of industrial and technical education is being increasingly realised by the general public and this is reflected in the appreciable increase in the number of applications received for admission into the technical and industrial institutions. In pursuance of the recommendations of the Bihar Unemployment Committee funds were provided by Government for the conversion of a few upper primary and middle schools into half-time vocational schools and accordingly five such schools at Dhanbad, Gaya, Raghunathpur (Manbhum), Dighra (Darbhanga) and Monghyr were converted into half-time vocational schools and were paid grants-in-aid during the year. Besides these, two new industrial schools for girls and women started at Muzaffarpur and Patna for the teaching of such handicrafts as spinning, weaving, knitting, sewing, and embroidery, received grants-in-aid from the Department of Industries. Thus the number of aided schools increased from 11 to 21 during the year. By the starting of two weaving and basketry schools at Jharia and Kustore for the women workers in the coalfields, the number of Government institutions also increased by two. The number of pupils attending the various technical and industrial institutions during the year increased from 2,662 to 3,166, while the grants-in-aid made to such institutions amounted to Rs. 37,181. The total expenditure on technical and industrial institutions, both Government managed and aided ones, increased from Rs. 4,53,992 to Rs. 4,99,569 during the year.

The total number of students attending all the three courses, i.e., degree, subordinate and industrial diploma courses at the Bihar College of Engineering increased from 272 to 287. A scheme for introducing in this college degree courses in Mechanical and Electrical Engineering was drawn up during the year by an Expert Committee appointed for the purpose and was under the consideration of Government. The number of applications for training in Civil Engineering Degree Course increased from 50 to 54. Of the 39 students admitted 3 were from Orissa, one from Rewa Darbar and 16 from other parts of India. Thus, as in the past, qualified Bihari candidates again failed to apply for admission in sufficient numbers.

99 candidates applied for admission to the Civil Engineering Subordinate Course against 110 in the previous year, the total number of seats being 45. Of these, 47 students, including 4 repeaters and 2 from Rewa Darbar, were admitted.

The Industrial Diploma course continued to be as popular as before and there were as many as 226 applications for admission as against 200 in the previous year.

As regards the Ranchi Technical School, as many as 196 candidates applied for admission during the year as against 168 in the previous year. In the Tirhut Technical School 117 applications were received as against 196 in the previous year. The Cottage Industries Institute, Gulzarbagh, maintained its popularity in spite of the unemployment of some of the ex-students. A paper-making section was added during the year and attention was also devoted to the training of students in practical salesmanship. A noticeable feature was the admission of a number of girl students for the first time. 173 students newly admitted and 40 promoted from the 1st Year Class continued their studies. Of these 148 appeared for the examination and 137 passed. 103 students who had completed their course of training successfully were awarded certificates. The value of various articles of marketable quality produced by these students amounted to Rs. 21,178 during the year. Proposals to grant loans to Cottage workers on easy terms under the State Aid to Industries Act and to help the ex-students in marketing their products by starting a model marketing organisation were under consideration. While the gross expenditure on the working of this institute increased from Rs. 68,010 to Rs. 71,125, the receipts dropped from Rs. 28,779 to Rs. 26,832 in spite of the increase in the number of students under

training. The net cost of working this institute increased from Rs. 37,327 to Rs. 41,144.

30 students and 40 artisan boys received training in different sections of the Silk Institute at Nathnagar. Of the former only 16 completed their course of training successfully. 6 of these carried on the industry in which they were trained and three secured service. In January 1939 a fresh batch of 25 students were selected out of 205 applicants and were admitted for training. The gross expenditure on this Institute decreased from Rs. 31,677 to Rs. 29,678 and the receipts on account of sale of silk both in India and foreign countries amounted to Rs. 16,155 as against Rs. 16,894 in the previous year. Although the gross expenditure on the Institute decreased from Rs. 31,677 to Rs. 29,678, the net cost of maintaining the institute increased from Rs. 12,382 to Rs. 14,989.

The Wool Weaving Institute at Gaya continued to train young men in the wool weaving industry. Out of 17 students admitted 14 completed their course of training and excepting one all passed the examination held during the year. A fresh batch of 18 students were admitted in January 1939. These students and those of the previous year produced blankets and other woollen goods of the total value of Rs. 3,218 in the course of their prescribed exercises in practical training.

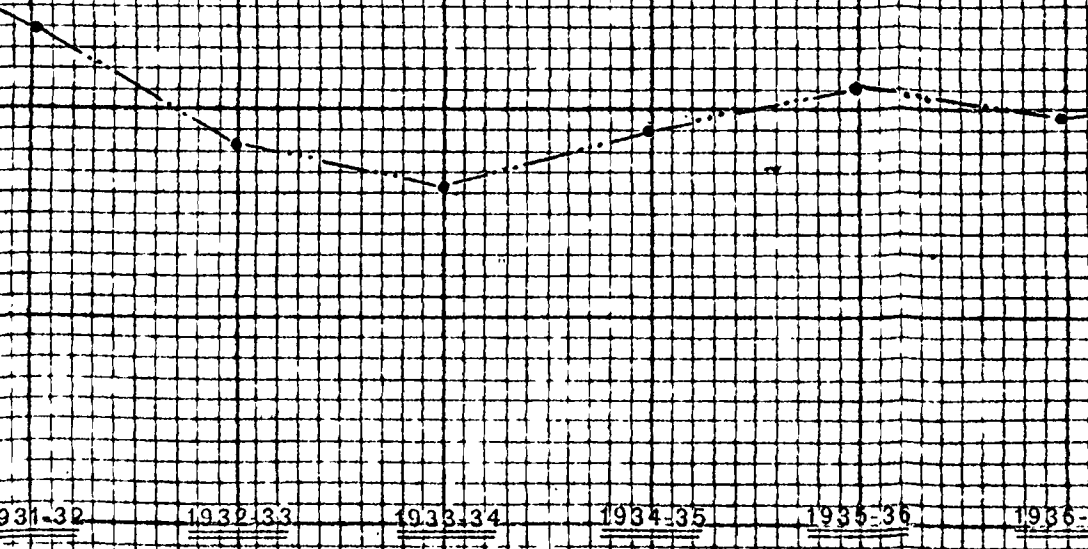
The Half-time Weaving School, Bihar continued to impart industrial training side by side with the general education. The net cost of maintaining this institution was Rs. 3,280, against Rs. 3,072 in the previous year.

The technical schools at Jamalpur and Jamshedpur trained a number of students during the year under review. In the Jamalpur Technical School there were 964 applicants for admission of whom 304 were Biharis. Of these only 28 candidates were selected for admission, including 5 Biharis. The total number of Apprentice Mechanics in this school was 104, of whom 24 belonged to this province. At the Jamshedpur Technical Night School 408 students applied for admission of whom 293 were admitted. The total strength of the classes on the 31st March 1939 was 394 as against 398 in the previous year. 199 students appeared for the final examination and 158 were successful.

A number of scholarships were awarded for the training of students outside the province in subjects for which good facilities do not exist in the province. 13 scholarships varying from Rs. 12

E AND FALL IN THE COST OF LIVING OF THE LABOURING CLASSES

E PRE-WAR NORMAL PERIOD ENDING 1914 WHICH HAS BEEN TAKE



1931-32 1932-33 1933-34 1934-35 1935-36 1936-

to Rs. 35 a month were awarded for such purposes. Besides, a lump sum grant of Rs. 3,000 for the training of boys of the Momin community in factories and technical schools in and outside the province and Rs. 1,140 for Harijan boys were specially sanctioned.

Industrial Engineering And Chemistry.

The Industrial Engineering Section of the Department of Industries continued to render technical assistance in the erection and maintenance of machinery to the industrialists, particularly to those who got their mills compounded with the Department. The Circle Officers gave technical advice and guidance to the public in setting up new industries and making extensions and improvements to the existing factories. In all 421 mills and other industrial concerns were visited by the Circle Officers during the year. The receipts on account of services rendered decreased from Rs. 2,177-2-0 to Rs. 1,722.

The work of the Chemical Adviser to the Director of Industries continued to increase. Two graduate stipendiaries, admitted in the previous year, completed their training in applied chemistry and proceeded to the Harcourt Butler Technological Institute, Cawnpore, and the works of Messrs. Begg Sutherland and Company, Limited, Marhowrah, for further training. Practical training in making soap, toilet preparations, phenyle, etc. on cottage industries lines was given to 10 students as in the previous year. The number of articles analysed increased from 24 to 85 during the year. The Chemical Adviser continued to attend to the enquiries regarding manufacture of various chemical articles and to carry on analysis and minor experiments.

Cost Of Living.

The cost of living of the working classes in the first month of the year 1938-39, as compared with the corresponding month of the previous year, was higher by 1 point at Patna and lower by 6 points at Muzaffarpur, by 5 points at Monghyr, by 2 points at Ranchi and by 1 point at Jamshedpur, while it remained stationary at Jharia. As in the preceding years, the seasonal rise and fall during the year was not marked. In the last month of the year, i.e. in March 1939, the percentage of rise over the pre-war normal period was 6 at Jharia and 5 each at Patna and Monghyr and the percentage of fall below the pre-war normal period was 12 at Ranchi, 5 at Muzaffarpur and 3 at Jamshedpur. The average cost of living for the whole year under report was higher by 3 points each at Monghyr and Jharia, by 1 point at Ranchi and lower by 3 points at Jamshedpur and by 1 point at Muzaffarpur, while it showed no

variation at Patna. Ranchi continued to be the cheapest centre for a workman to live in, while Jamshedpur continued to be the dearest.

Employment Bureau.

The Employment Bureau recorded another year of satisfactory progress. It registered the names of 976 candidates possessing different qualifications during the year, making a total of 2,624 candidates registered up to the 31st March 1939. It secured appointments or apprenticeships for 181 persons, making a total of 525 persons provided for up to the 31st March 1939. The Bureau also gave wide publicity to 625 vacancies occurring in the various Government and quasi-Government departments.

Industrial Survey.

With the object of encouraging the development of mineral, metallurgical and chemical industries, an intensive survey of the mineral resources of the province from the industrial and commercial point of view was started by the Provincial Government in March 1939, under the supervision of Dr. V. S. Dubey of the Benares Hindu University. It is hoped that this important work will be taken over by the Geological Survey of India who have better facilities for the purpose.

Industrial Planning.

With a view to work out the plans for the industrial development of the province special committees were set up by Government to investigate the prospects of different industries. The reports of the Mechanical and the Chemical Industries Committees have since been received, and that of the Coal Industry Re-organisation Committee, which is considering the question of utilisation of the by-products of coal, is expected shortly.

The Mechanical Industries Committee in its report recommended that Bihar is undisputably the most suitable province in India for the establishment of all major Mechanical and Electrical Industries on a large scale. The province contains all the necessary natural resources namely, Iron ore, Coal, Limestone, Dolomite, Refractories, Copper, Lac Aluminium, Mica, etc. for the establishment of Mechanical Industries. The Committee recommended to start certain group of industries, as far as possible, in close proximity to one another. It proposed the establishment of the following Industrial Units at present :—

1. National Engineering Workshop.

2. Structural Workshop.

3. Sheet Metal Products Company.
4. Tool Steel Products Company.
5. Bolts and Nuts Factory.
6. Metal Products Company.
7. Metallic Lamp Manufacturing Company.
8. Umbrella Fitting Manufacturing Company.
9. Electrical Product Manufacturing Company.
10. Wire and Cable Company.
11. Electrical Communication Apparatus Manufacturing Company.

It was estimated that the initial investment for all the industrial units would come approximately to about 6½ crores of rupees and the number of men expected to be employed directly would be about 33,000. It was suggested that all the industries should be financed and controlled by the State but managed by private firms of national repute on the lines of State-owned Company-managed Railways.

The Chemical Industries Committee recommended that as a first instalment of industrial planning Government should make special efforts for the establishment of the following major chemical industries in Bihar which would involve a capital of Rs. 1.25 crores :—

1. Low Temperature Coal Carbonisation.
2. Manufacture of fertilisers by nitrogen fixation.

The Committee also recommended that Government should help in different ways the establishment of the following basic industries on a provincial scale only :—

1. Sulphuric acid in conjunction with Low Temperature carbonisation.
2. Alkali industry.
3. Glass and ceramics.
4. Pulp, paper and card-board.
5. Bone crushing and superphosphates.

APPENDIX I.

General Abstract of Revenue and Receipts.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Major Heads.	Budget Estimate, 1940-41.	Revised Estimate, 1939-40.	Budget Estimate, 1939-40.	Accounts, 1938-39.
	TRS.	TRS.	TRS.	Rs.
A—PRINCIPAL HEADS OF REVENUES—				
I.—Customs	18,76	16,08	14,00	17,12,474
IV.—Taxes on Income other than Corporation tax.	41,80	31,60	36,10	15,00,000
V.—Salt	..	..	..	6,100
VII.—Land Revenue ..	1,30,00	1,30,00	1,31,50	1,31,51,956
VIII.—Provincial Excise ..	1,01,01	1,07,51	1,03,50	1,19,72,428
IX.—Stamps	1,02,32	1,02,26	1,05,00	1,04,63,876
X.—Forest	7,15	7,41	7,18	7,73,314
XI.—Registration	14,04	14,04	12,40	12,47,343
XII.—Receipts under Motor Vehicles Acts.	31	31	28	30,228
XIII.—Other taxes and duties ..	4,57	2,49	86	1,06,668
C—IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS—				
XVII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept.(*a*).	18,80	18,31	17,26	16,53,837
XVIII.—Irrigation, Navigation, Embankment and Drainage Works for which no capital accounts are kept.	99	98	1,02	87,622
E—DEBT SERVICES—				
XX.—Interest	17,34	16,86	17,57	17,79,637
F—CIVIL ADMINISTRATION—				
XXI.—Administration of Justice ..	4,86	4,82	4,56	3,88,405
XXII.—Jails and Convict Settlements.	5,07	5,58	5,58	3,12,638
XXIII.—Police	10,23	10,85	12,08	10,51,328
XXVI.—Education	7,22	7,28	6,79	6,91,119
XXVII.—Medical	3,13	2,99	3,05	2,75,011
XXVIII.—Public Health	1,67	1,39	1,59	1,41,102
XXIX.—Agriculture	2,46	4,04	3,90	4,18,247
XXX.—Veterinary	2,10	1,94	1,77	1,98,182
XXXI.—Co-operation	43	63	79	1,44,888
XXXII.—Industries	21,20	20,97	18,71	19,00,799
XXXVI.—Miscellaneous Departments	1,48	1,48	1,46	1,51,808

(*a*) The net Irrigation receipts after deducting "Working Expenses" (which includes the Irrigation *pro rata* share of the common establishment of the Public Works Department) are shown here.

APPENDIX I—*contd.*

General Abstract of Revenue and Receipts.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Major Heads.	Budget Estimate, 1940-41.	Revised Estimate, 1939-40.	Budget Estimate, 1939-40.	Accounts, 1938-39.
	TRS.	TRS.	TRS.	Rs.
H—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS—				
XXXIX.—Civil Works	18,08	16,08	19,70	9,88,490
XL.—Receipts from Electric Schemes.	—3	—2	..	..
J—MISCELLANEOUS—				
XLIII.—Transfers from Bihar Famine Relief Fund.	..	..	..	..
XLIV.—Receipts in aid of Superannuation.	2,16	2,29	2,10	2,07,690
XLV.—Stationery and Printing ..	2,29	2,28	2,39	2,32,931
XLVI.—Miscellaneous	9,15	8,63	7,12	7,78,734
L—CONTRIBUTIONS AND MISCELLANEOUS ADJUSTMENTS BETWEEN CENTRAL AND PROVINCIAL GOVERNMENTS.				
L.—Miscellaneous adjustments between the Central and Provincial Governments.	16	16	16	16,174
M—EXTRAORDINARY ITEMS—				
LI.—Extraordinary Receipts ..	1,33	6,37	..	..
TOTAL REVENUE ..	5,50,08	5,45,61	5,38,42	5,23,83,029
N—Public debt	40,00	35,00	30,00	32,00,000
O—Unfunded debt	27,02	26,71	26,10	26,03,394
P.—Deposits and Advances ..	5,84,23	5,98,71	6,08,95	6,15,91,423
R—Loans and Advances by the Provincial Government.	15,75	12,66	19,33	11,85,295
S—Remittance	1,32,69	1,37,45	1,42,22	1,22,56,842
TOTAL—RECEIPTS OTHER THAN REVENUE.	7,99,69	8,10,53	8,26,00	8,08,36,954
TOTAL RECEIPTS ..	13,49,77	13,56,14	13,65,02	13,32,19,983
Opening balance	56,40	66,14	59,76	64,22,197
GRAND TOTAL ..	14,06,17	14,22,28	14,24,78	13,96,42,180

APPENDIX I—*contd.*

General Abstract of Expenditure.

[IN THOUSANDS OF RUPEES.]

Major Heads.	Budget Estimate, 1940-41.	Revised Estimate, 1939-40.	Budget Estimate, 1939-40.	Accounts, 1938-39.
	Trs.	Trs.	Trs.	Trs.
A—DIRECT DEMANDS ON THE REVENUE—				
4.—Taxes on income other than Corporation Tax.	63	55	25	13
5.—Salt	..	..	..	..
7.—Land Revenue	10,66	10,49	10,18	10,89
8.—Provincial Excise	12,15	13,32	12,85	12,98
9.—Stamps	2,07	2,06	2,08	2,11
10.—Forest	5,87	6,11	6,35	5,96
11.—Registration	6,03	5,98	5,86	5,64
12.—Charges on account of Motor Vehicles Acts	30	30	28	30
13.—Other Taxes and Duties	6	3	..	9
C—REVENUE ACCOUNT OF IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS—				
17.—Interest on Works for which capital accounts are kept.	11,50	11,50	11,50	11,50
18.—Other Revenue expenditure financed from ordinary revenues.	7,20	4,23	7,05	3,21
19.—Construction of Irrigation, Navigation, Embankment and Drainage Works within the Revenue Account.	..	..	..	..
E—DEBT SERVICES—				
22.—Interest on Debt and other obligations ..	6,35	6,25	6,24	5,98
23.—Appropriation for Reduction or Avoidance of Debt.	..	..	..	..
F—CIVIL ADMINISTRATION—				
25.—General Administration	73,87	82,41	76,03	69,93
27.—Administration of Justice	37,53	36,62	37,08	37,19
28.—Jails and Convict Settlements ..	19,63	19,05	18,95	16,36
29.—Police	80,31	82,86	79,56	79,56
30.—Scientific Departments	27	27	28	37
37.—Education	78,19	77,27	78,58	70,74
38.—Medical	26,70	25,27	25,73	23,02
39.—Public Health	15,44	13,07	14,22	12,06
40.—Agriculture	15,11	11,29	10,84	9,56
41.—Veterinary	4,40	4,33	4,34	4,58
42.—Co-operation	7,00	7,19	4,55	4,94
43.—Industries	11,30	11,06	11,34	10,81
44.—Aviation	1	1	..	1
47.—Miscellaneous Departments	1,66	1,92	1,48	1,46
H—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS—				
50.—Civil Works	47,08	44,61	46,67	38,63
HH—CAPITAL ACCOUNT OF CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS CHARGED TO REVENUE—				
53.—Capital outlay on Electric Schemes met out of Revenue.	84	2,48	2,44	..
J—MISCELLANEOUS—				
54.—Famine	75	1,15	75	2,15
55.—Superannuation Allowances and Pensions	44,95	44,03	40,59	41,06
56.—Stationery and Printing	7,88	8,21	7,57	7,49
57.—Miscellaneous	6,12	6,81	10,40	1,71
JJ—MISCELLANEOUS—CAPITAL ACCOUNT CHARGED TO REVENUE—				
55A.—Commutation of pensions financed from ordinary Revenues.	3,04	2,56	3,63	2,26
L—CONTRIBUTIONS AND MISCELLANEOUS ADJUSTMENTS BETWEEN CENTRAL AND PROVINCIAL GOVERNMENTS—				
62.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..

APPENDIX I—*concld.*

General Abstract of Expenditure—*concld.*

[IN THOUSANDS OF RUPEES.]

Major Heads.	Budget Estimate, 1940-41.	Revised Estimate, 1939-40.	Budget Estimate, 1939-40.	Accounts, 1938-39.
	Trs.	Trs.	Trs.	Trs.
M—EXTRAORDINARY ITEMS—				
63.—Extraordinary charges	1,44	6,46	..	..
TOTAL—EXPENDITURE CHARGED TO REVENUE	5,46,34	5,49,75	5,37,67	4,92,68
C.C.—CAPITAL ACCOUNT OF IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS NOT CHARGED TO REVENUE—				
68.—Construction of Irrigation, Navigation, Embankment and Drainage works outside the Revenue Account.	..	..	..	..
H.H.—CIVIL WORKS AND MISCELLANEOUS PUBLIC IMPROVEMENTS NOT CHARGED TO REVENUE—				
81.—Capital Account of Civil works outside the Revenue Account.	1,29	75	2,39	2,43
J.J.—MISCELLANEOUS CAPITAL ACCOUNT NOT CHARGED TO REVENUE—				
82.—Capital Account of Other Provincial works outside the Revenue Account.	..	..	..	..
83.—Payments of Commuted value of Pensions	—1,40	—1,36	—1,36	—1,32
85.—Payments to retrenched personnel ..	—2	—3	—4	5
TOTAL—EXPENDITURE NOT CHARGED TO REVENUE.	—13	—64	99	106
N—Public Debt	40,00	35,00	30,00	32,00
O—Unfunded debt	20,41	21,61	20,13	21,22
P—Deposits and Advances	5,76,94	6,05,19	6,14,63	6,46,30
R—Loans and advances by the Provincial Government.	8,41	18,94	11,53	14,38
S—Remittances	1,32,00	1,36,03	1,40,32	1,22,64
TOTAL—DEBT DEPOSIT, ETC., HEADS ..	7,77,76	8,16,77	8,16,61	8,36,54
Schemes under consideration not ready ..	..	..	..	..
TOTAL—EXPENDITURE ..	13,23,97	13,65,88	13,55,27	13,30,28
Closing balance	82,20	56,40	69,51	66,14
GRAND TOTAL	14,06,17	14,22,28	14,24,78	13,96,42

APPENDIX II.

List of resolutions adopted during the year 1938-39.

(i) LEGISLATIVE ASSEMBLY.

1. This Assembly recommends to Government to take necessary steps to organise a National Militia for this province on the line of the I. T. F. and to maintain a duly trained volunteer corps as a reserve force ready for mobilisation at any time of emergency and also to make adequate provision for military training in Schools and Colleges and to establish a separate military school.

2. This Assembly recommends to Government that they may be pleased to take steps for enabling the Singhbhum district board to have a non-official Chairman, with effect from the next term.

3. This Assembly recommends to the Government of Bihar that the opinion of this Assembly be communicated to His Majesty's Government of Great Britain that it is politically and morally impossible for the people and the Government of this Province to tolerate the imposition of the scheme of Federation as laid down in the Government of India Act, 1935, and that this Assembly hopes that the Government of Great Britain will respect the wishes of the people of India and immediately devise means, even for transitional purposes, to set up a Central Government free from the objectionable features of the Federal scheme of the Government of India Act to be evolved in consultation with the responsible provincial Governments and national leaders.

4. This Assembly recommends to the Government of Bihar to communicate to the proper authorities that in the opinion of this Assembly the conferring of any titles of honour or titular distinction on any person in the Province by His Majesty or the Governor-General be discontinued.

5. This Assembly do resolve that it is desirable that the following matters, being matters enumerated in the Provincial Legislative List, should be regulated in this Province by an Act of the Federal Legislature, namely:—

(1) statistics of employment, and

(2) offences against, and the jurisdiction and powers of court with respect to, the said Act of the Federal Legislature.

6. This Assembly recommends to Government that they be pleased to appoint a Standing Committee of both Houses in the proportion of eight and four of the members of the Assembly and Council respectively to advise Government from time to time on matters connected with the electric grid scheme and they be pleased further to appoint such members of Government as may be necessary to be ex-officio members of the Committee.

7. This Assembly do resolve that it is desirable that—

(1) trade and commerce within the province in drugs, biological products and medicines,

(2) the production, supply and distribution of drugs, biological products and medicines,

(3) the adulteration of drugs, biological products and medicines,

(4) fees in respect of the matters mentioned in clauses (1) to (3),

(5) inquiries and statistics for the purpose of the matters mentioned in clauses (1) to (4),

(6) offences against laws with respect to the matters mentioned in clauses (1) to (5), and

(7) jurisdiction and powers of courts with respect to the matters mentioned in clauses (1) to (6) which are among the matters enumerated in the Provincial Legislative List, should be regulated in this province by an Act of the Federal Legislature.

8. This Assembly recommends to Government to issue a statement at an early date explaining the steps that they propose to take regarding the removal of untouchability of the scheduled castes.

9. This Assembly recommends to Government to convey to the proper authorities the opinion of this House that an impartial tribunal should immediately be appointed to enquire into the causes of the train disaster on the East Indian Railway between the Hazaribagh Road and Chachaki stations on the 12th January, 1939, which has resulted in heavy loss of lives and properties with a view to avoid such accidents in future.

The Assembly further expresses its heart-felt sympathy with the families of the dead and the wounded involved in the said disaster.

(ii) LEGISLATIVE COUNCIL.

1. This Council recommends to Government the regulation of the following matters being enumerated in the Provincial Legislative List by an Act of the Federal Legislature, namely:—

(*i*) Statistics of employment, and

(*ii*) Offences against, and powers of courts with respect to, the said Act of the Federal Legislature.

2. This Council recommends to Government the regulation of the following matters being enumerated in the Provincial Legislative List by an Act of the Federal Legislature, namely:—

(1) trade and commerce within the province in drugs, biological products and medicines;

(2) the production, supply and distribution of drugs, biological products and medicines;

(3) the adulteration of drugs, biological products and medicines;

(4) fees in respect of the matters mentioned in clauses (1) to (3);

(5) inquiries and statistics for the purpose of the matters mentioned in clauses (1) to (4);

(6) offences against laws with respect to the matters mentioned in clauses (1) to (5); and

(7) jurisdiction and powers of courts with respect to the matters mentioned in clauses (1) to (6).

APPENDIX III.

Principal Acts passed by the Bihar Legislature, 1938-39.

Title of Act.	Objects.
1. The Bengal Troops Transport and Travellers' Assistance Regulation (Amendment) Act, 1938 (Bihar Act I of 1938).	To abolish the power of impressment of transport for civil officers and private travellers when journeying in the mufassils.
2. The Chota Nagpur Tenancy (Amendment) Act, 1938 (Bihar Act II of 1938).	To introduce important amendments in the existing law, the most important of which provides for the reduction of the rents enhanced during certain period and the relaxation of the transfer fee.
3. The Bihar Money-lenders Act, 1938 (Bihar Act III of 1938).	To relieve indebtedness in the province and to regulate the business of money-lending by requiring the registration of money-lenders and restricting the maximum rates of interest which can be charged on loans. Special provision is made for the exemption from sale of a certain portion of the land of an agricultural debtor in execution of a decree for repayment of a loan.
4. The Bihar Stamp (Amendment) Act, 1938 (Bihar Act IV of 1938).	To exempt from stamp duty documents of divorce made according to Muhammadan Law.
5. The Bihar Money-lenders (Amendment and Application to Pending Suits and Proceedings) Act, 1938 (Bihar Act V of 1938).	To remove certain doubts which had arisen as to the applicability of the Bihar Money-lenders Act, 1938 (item no. 3) to suits and proceedings pending on the date on which the latter Act came into force.
6. The Bihar Prohibition Act, 1938 (Bihar Act VI of 1938).	To enforce what is practically total prohibition of alcoholic liquor in Bihar. Exemptions are made in the case of liquor required for religious purposes (mainly for the Christian churches) and liquor in possession of persons travelling from and going to an area in which the Act is not in force through an area in which it is in force, if the liquor is intended for the use of such persons. The Act also confers powers to grant exemptions in the case of spirits and drugs required for medicinal, scientific or industrial purposes.

Title of Act.	Objects.
7. The Bihar Agricultural Income-tax Act, 1938 (Bihar Act VII of 1938).	Until the passing of the Government of India Act, 1935, agricultural incomes could not be made liable to the payment of income-tax. That Act conferred on Provincial Governments the power to levy income-tax on agricultural income. The Bihar Act, which is the first of its kind, levies a graduated income-tax on incomes exceeding Rs. 5,000 derived from agriculture, subject to certain exemptions.
8. The Bihar Legislature (Members' Salaries and Allowances) Act, 1938 (Bihar Act VIII of 1938).	To fix the salaries of members of the Provincial Legislature at Rs. 75 each per month and to provide for the payment of travelling allowances to such members.
9. The Bihar Restoration of Bakasht Lands and Reduction of Arrears of Rent Act, 1938 (Bihar Act IX of 1938).	To restore the lands of the *raiyats* sold for non-payment of arrears of rent since the year 1929, by making provision for liquidation of arrears of rent and easy realisation of the reduced arrears.
10. The Champaran Agrarian (Amendment) Act, 1938 (Bihar Act X of 1938).	To cancel all enhancement of the rents of certain lands which were made in consideration of the release of the tenants from the obligation to grow indigo for the landlords.
11. The Bihar Tenancy (Amendment) Act, 1938 (Bihar Act XI of 1938).	To effect extensive and important amendments in the Bihar Tenancy Act, 1885, which has regulated the rights and duties of tenants and landlords of agricultural lands for the last fifty years. The more important amendments, which are generally in favour of the tenants, relate to the removal of restrictions on the transfer of his land by a tenant, the abolition of fees payable on such a transfer, the extensive enjoyment by a tenant of the trees growing on the land and the fruits, the prevention of the objection of a tenant from his land except in certain special cases, and the abatement of the rent of lands which have suffered by diluvion.
12. The Bihar General Clauses (Amendment) Act, 1939 (Bihar Act I of 1939).	To repeal any Bihar Act making any textual amendment in any Bihar Act, or Bihar and Orissa Act or Bengal Act which shall not, unless a different intention appears, affect the continuance of the amendment made by the repealed Act and in operation at the time of its repeal,

Title of Act.	Objects.
13. The Cess (Bihar Amendment) Act, 1939 (Bihar Act II of 1939).	To make certain textual amendments in the Cess Act, 1880 (Bengal Act IX of 1880), in its application to the Province of Bihar. This reduces the rate of interest on arrears of cess to be paid direct by proprietors or tenure-holders to Government or by rent-free tenure-holders to proprietors.
14. The Bihar (Bihar and Orissa Mica) Repealing Bill, 1939 (Bihar Act III of 1939).	To repeal the Bihar and Orissa Mica Act, 1930 (Bihar and Orissa Act I of 1930), so far as it applies to the province of Bihar.
15. The Bihar (Bihar and Orissa Public Safety) Repealing Act, 1939 (Bihar Act IV of 1939).	To repeal the Bihar and Orissa Public Safety Act, 1933 (Bihar and Orissa Act I of 1933) and the Bihar and Orissa Public Safety (Extending and Amending) Act, 1936 (Bihar and Orissa Act II of 1936), so far as they apply to the province of Bihar.
16. The Bihar Agricultural Income-tax (Amendment) Act, 1939 (Bihar Act V of 1939).	To make certain amendments in the Bihar Agricultural Income-tax Act, the most important of which is the insertion of two new sections in the latter Act—one providing for the payment of the agricultural income-tax of a deceased person by his representative and the other prescribing the mode of service of notices issued under the Act.
17. The Bihar Prohibition (Amendment) Act, 1939 (Act VI of 1939).	To correct mistakes in the numbering of the sections of the Bihar Prohibition Act, 1938, which are mentioned in the Schedule to the Act.

APPENDIX IV.

A.—The speech delivered by His Excellency Sir Maurice Hallett at the opening of the Co-operative Federation Congress held at Patna on the 6th April 1938.

B.—The speech delivered by His Excellency Sir Maurice Hallett at the Annual Session of the Bihar Chamber of Commerce at Patna on the 12th April 1938.

C.—The speech delivered by His Excellency Sir Maurice Hallett at Police Parade at Hazaribagh on the 25th January 1939.

D.—The speech delivered by His Excellency Sir Maurice Hallett at a Garden Party held at Government House, Patna, on the 4th February 1939, to meet the Hon'ble Mrs. Copland-Griffiths, Lady Superintendent-in-Chief, St. John Ambulance Brigades overseas.

E.—The speech delivered by His Excellency Sir Maurice Hallett at the Annual meeting of the Bihar Chamber of Commerce held at Patna on the 26th February 1939.

A.—The speech delivered by His Excellency Sir Maurice Hallett at the opening of the Co-operative Federation Congress held at Patna on the 6th April 1938.

MR. PRESIDENT, LADIES AND GENTLEMEN,

There are many subjects of which I have little knowledge and Co-operative Credit is one of them. Though I have held numerous posts during my period of service in this province, I have never had to deal with any of the problems connected with the movement and have never had occasion to study them. I have tried to become better acquainted with the problems that have confronted us during recent months, but I must admit finding them very difficult and complicated. I have come here today therefore as a pupil rather than as a teacher as I cannot claim that anything which I say will help in the solution of our difficulties.

Coming here as a pupil, I feel I have spent a very useful morning listening to the speeches of Dr. Sinha, the Chairman of the Reception Committee, and the very illuminating address of the Hon'ble Mr. Pantalu. We are all most grateful to him for putting himself to the trouble and inconvenience of a visit to Patna at this season of the year, and I feel sure that his suggestions will prove of the greatest help to us.

Dr. Sinha has reminded us of the history of the movement in this province; he has proved conclusively that Government have been responsible for the movement in the past, that enthusiastic and optimistic Registrars such as my friend Mr. Abdy Collins encouraged, or to quote Dr. Sinha, pestered residents in the province to invest their money in the province to invest their money in this department and that in other ways Government led investors to believe that they would always support the movement. Possibly it may seem to some here today that Mr. Collins and others who

were responsible for the department of Co-operative Credit in its early days were unduly optimistic, but I would recall the fact that Mr. Collins was Registrar and issued the circulars which have been quoted as long ago as 1913 or 1914, that is to say before the Great War. At that time everything looked clear ahead, there were no clouds visible, not even of the size of a man's hand, and it was justifiable to look forward in a spirit of enthusiastic optimism. Then came the 4th August 1914 and the storm broke. The war did not, it is true, affect India as much as European countries, but India was affected by the economic cataclysms which have taken place since 1918, the boom in prices that took place immediately after the war and the even more disastrous slump which occurred in 1930. Here in Bihar we had the further disaster of the earthquake. I do not wish to lay too much stress on these disasters, but I think it is only fair to those who were directing the movement in the early days to mention them.

However the main point which Dr. Sinha has made was that Government were responsible for the development of the movement; Government must therefore be responsible for its rehabilitation. With that view I entirely agree; with that view my Ministry also agree and the Hon'ble Dr. Mahmud will later this morning explain to you as far as practicable the steps which he proposes to take to re-establish public confidence in the movement. Some of the difficult problems, in particular the financial problem, which arise cannot be said to be wholly solved and it is not possible for the Hon'ble Minister to put before you a cut and dried scheme. Any scheme, if it is to be successful, must be based on experience and fact, and in some matters, as far as I understand the problem, we do not yet quite know how we stand. However I am confident, and I think that after you have heard Dr. Mahmud's speech, you will share my confidence, that my Government are going to adopt with as little delay as possible a practical policy for the rehabilitation of the movement.

That policy will in all probability follow in many respects the advice given us today by the Hon'ble Mr. Pantalu.

I do not propose to discuss in detail the Hon'ble Mr. Pantalu's admirable lecture. He has at the beginning started in a spirit of optimism and he has closed his address with an exhortation asking us to dismiss all pessimism from our minds, and I am very glad that he has done so, for if we are pessimistic and frightened by the magnitude of the problem, we may drift into the attitude that nothing can be done. I may also say that I fully agree with his observation that " the failure of the co-operative movement to achieve its aim in the past was as much due to the absence of co-operative virtues among its votaries as to the presence of external factors which obstruct the advance of the movement and which can be removed only by courageous and well-planned State action ". He has also quoted with approval a statement recently made by my Prime Minister that we must not merely keep the movement alive but also make it more beautiful and convert it into an instrument for making the life of the village community fuller in every way. With that too I fully agree.

If we tackle the problem before us in a spirit of optimism, we shall, I feel sure, achieve some success. We must of course also in dealing with the problem follow strictly sound rules of banking and finance. As Mr. Pantalu has pointed out, our past sins include not merely non-observance of moral precepts of co-operation but also the violation of the material rules of the business code. Workers in the movement whether they are officials or non-officials, however well trained they may be in the principles of co-operation cannot be expected to be banking or financial experts. We must have some experts to guide them in the right path and I would like at this stage to express my thanks to the Reserve Bank of India and its

Governor, Sir James Taylor, for lending us the services of Mr. Punjabi to help us in dealing with the question. We must have a good audit staff, though Mr. Pantalu has shown that to acquire such a staff is none too easy. But as Mr. Punjabi has said in a report which I have seen, a silver lining can only appear in the dark clouds which are ahead of us when the golden rules of banking are followed.

I have already spoken too long for I know you must all be anxious to hear what the Hon'ble Minister is going to say. If merely by my presence here today I have made even a small contribution to the rehabilitation of this valuable movement in Bihar, I am glad. I still have faith in the movement and feel that we shall be able with so many willing helpers to set it on a sound basis.

B.—The speech delivered by His Excellency Sir Maurice Hallett at the Annual Session of the Bihar Chamber of Commerce at Patna on the 12th April 1938.

MR. PRESIDENT AND MEMBERS OF THE BIHAR CHAMBER OF COMMERCE,

I must start by thanking you, Sir, and the Members of the Bihar Chamber of Commerce for asking me for the second time to attend the opening function of the Annual Session of the Chamber. During the year that has elapsed since I was last here, much has happened and this year 1937, which witnessed the introduction of Provincial Autonomy, will be regarded by the historian of the future as one of great interest and importance. There have been times of strain and crisis, and I must confess that during this last year I have had very different feelings from time to time, at times optimistic, at times very much the reverse. When I came here last year, I expressed the hope that the Chamber and the individual members thereof would do all they could to develop the industries of Bihar. I have tried during the year to make myself better acquainted with the industries of Bihar. I have visited the coalfields of Jharia and the Mica mines of Kodarma. I have visited the Peninsular Tobacco Company's factory at Monghyr and the Railway Workshops at Jamalpur. At your invitation, Sir, I opened the Cotton Mill which you have started at Gaya, and more recently I have visited that rising industrial centre of Dalmianagar. These visits showed to me conclusively that much progress is being made in developing the natural resources of the province. Far-seeing capitalists which the help of highly skilled engineers are bringing into the province the most up-to-date and efficient machinery for the development of its natural resources. The mere setting up of these new factories must have given employment to thousands, and when they are in full working order, they will give permanent employment to a very large number of persons. In the old days, as a visit to the Patna Museum will show, the Bihari was a very highly skilled craftsman! I do not think he has lost his skill and I feel sure that whatever manufacture is undertaken, whether it be of sugar, cement, paper, tobacco or cotton, skilled workers will easily be obtainable competent to run the intricate machines which must now be used in the manufacture of these articles. I congratulate all those connected with these new industries and wish them all success.

We have certainly made a good start and I hope or indeed I should say, I feel confident that we shall make good progress. You, Sir, have mentioned certain schemes which may be taken up in the near future, such as the manufacture of aluminium and glass. You have referred also to the big scheme which my Ministry have under consideration for supplying electric power to a large area in the province. That scheme has my full sympathy and support, for I recognise that the supply of cheap

electric power will be a great stimulus to the industrial development of the province. Some time must inevitably elapse before that scheme is in full working order; before entering on a scheme of this magnitude it is necessary to examine it carefully in all its aspects. It is suggested sometimes that agricultural produce of the province could be materially increased if we had a network of tube wells, but it must be remembered that it is of little help if the cultivator doubles or trebles his crop but cannot find a market for the produce of his fields. I do not wish to appear to be in any way opposed to the system of tube wells and I merely make this comment to show how many points have to be taken into consideration when dealing with a scheme of this kind. Possibly in the past Government have been over cautious; it will be even more disastrous in the future if it is over hasty or rash.

Much of your speech, Sir, has been devoted to subjects which are not the primary concern of the provincial Government, but which I recognise affect members of this Chamber very closely. But even though many of the financial proposals to which you refer do not directly concern my Government, my Government will, I know, always be ready to press on the Government of India any reasonable criticism of their proposals which you may put forward. I gather from this morning's paper that you will have full opportunity of putting forward your views of the Income-tax Bill before it becomes law.

Turning to matters nearer home, you have rightly referred to the Sugar Industry. The position is I think considerably more satisfactory now than it was a year ago; last year it was uncertain whether it would be possible for the mills to crush all the cane which the *raiyats* had produced and in some districts a small percentage remained uncrushed. This year I understand most of the cane has already been crushed and the *raiyats* have received a fair price for their cane. The legislation recently passed by the Governments of Bihar and the United Provinces will I trust enable Government in future to control the production of cane, and I should like at this stage to express my appreciation of the very valuable work done in connection with this Bill by Dr. Mahmud, the Minister in charge, and by the officers who helped him in this work, in particular Mr. Lall, the Secretary in the Development Department. I do not myself like interference by Government in an industry, but if they do seek to control it in any way, the control must be effective, and I trust that the powers which have now been obtained will make the control effective, will enable Government to protect the *raiyat* from exploitation and to help the mills and the Sugar Syndicate. You have raised an important point when you refer to the fact that unduly heavy taxation of the industry may drive it out of Bihar. That is a risk which I have always had in mind, and which I have frequently emphasised to my Government. I hope too that the Power Alcohol Committee will be able to put forward some practicable proposals for manufacturing a by-product out of sugarcane, but the problem is not an easy one and requires very careful examination.

You have referred also to the fact that my Government have appointed a Labour Committee under the Chairmanship of that distinguished citizen of Bihar—Dr. Rajendra Prasad. You have also said that relations between capital and labour in this province are more harmonious and satisfactory than in some other places. This is no doubt generally true, but strikes now are liable to break out without warning just like an epidemic of cholera or small-pox, and at the present time we are not unfortunately entirely free from them. I read with interest and appreciation in to-day's paper the message which the Hon'ble Minister in charge of this portfolio sent to the Committee. I trust that the appointment of this Committee will make

the workers in our industries realise that both their employers and Government are out to help them, that our object is, to quote the Hon'ble Minister's message, " to bring about conditions in which our workers will be fired by ambition to rise higher on the rungs of the ladder by the acquisition of the habit of accurate, hard and persevering work which has made the more prosperous nations in the world great ". They will I hope realise that their interests, their true interests, are not being served by indulging in a strike at the instigation perhaps of some irresponsible agitators, but that they will be better off if they form genuine Trade Unions which can represent their grievances and their difficulties to their employers and to Government.

In conclusion, I must use words very similar to those I used a year ago. We live in difficult times, but in spite of many difficulties which I see ahead, I have not yet lost my spirit of optimism nor my faith in the sturdy common sense of the Bihari. I trust that the members of this Chamber share my optimism and faith; if they do, they will be able to do even more than they have done in recent years for the industrial development of Bihar. Much has been done in recent years, and I congratulate and thank the members of this Chamber for all that they have done for the province.

C.—The speech delivered by His Excellency Sir Maurice Hallett at Police Parade at Hazaribagh on the 25th January 1939.

INSPECTOR-GENERAL, OFFICERS AND MEN OF THE HAZARIBAGH DISTRICT POLICE,

I thought it desirable on this, the occasion of my first official visit to Hazaribagh, to ask the Inspector-General to arrange for this parade which is being held today. Hazaribagh may be regarded in a sense at least as the headquarters of the Bihar Police Force, for it is here that we have the Police Training College, at which young police officers are trained.

The ceremonial parade today has shown me that the police of the Hazaribagh District are very smart and efficient in drill; all here today are smartly turned out and the ceremonial drill which I have just witnessed has been done extremely well. The drill both of the armed police and of the district police compares very favourably with that of regular soldiers of the Indian Army, and great credit is due to all who have taken part in the training of the rank and file.

I must say, however, that I am not surprised to see today's ceremonial parade, carried out so efficiently. Ever since I have been Governor of Bihar, and indeed even before when I held lower posts in this province, I have been greatly impressed by the efficiency and smartness of the Bihar Police. Constables on point duty directing traffic, guards on duty at Government House, or at other places, have always appeared to me to be smart, alert and efficient. Some people may think that smartness at drill is of little importance. That is a very wrong idea, for smartness at drill shows that the discipline of the force is of a high standard, and it is clear that no police force can be really first class unless the discipline is of a very high standard. I am fully satisfied that the discipline in the Bihar Police is of this standard and I take this opportunity of expressing my appreciation of the work done by the officers and non-commissioned officers of the Bihar Police, from the Inspector-General downwards, for all that they have done to keep the Bihar Police up to this standard.

A well disciplined police force will carry out the various difficult duties which it has to discharge with efficiency and credit. The primary duty of

a police officer may be said to be the detection and prevention of crime. Detection of crime is no easy task; a visit which I paid a year or two ago to the Police Training College at Hendon in England showed me what careful training an officer charged with the difficult duty of investigating crime must receive; here in Hazaribagh young officers receive some training; possibly it is not as up-to-date as that given at Hendon, but I recognise that the officers of the Bihar Police are doing much to introduce more up-to-date methods. But even though science may help in the detection of crime, there still remains the fundamental fact that here in India an investigating officer cannot achieve satisfactory results unless he has the full confidence of all persons with whom he is brought in contact and from whom he has to make enquiries. My experience of the work of the Police in Bihar has shown that the most successful Sub-Inspector is he who has the confidence of those within his jurisdiction, and I know that there are many such Sub-Inspectors. I would ask all young police officers to do all they can to win the confidence of those with whom they are brought in contact; many police officers have won that confidence and I feel sure all ranks of the Bihar Police Force recognise the importance of this point.

Prevention of crime presents no fewer difficulties, and here in Bihar the police have had a very difficult duty to perform during recent months, when we have unfortunately been confronted with agrarian, communal and labour trouble. In such circumstances the police must preserve a position of complete impartiality; their duty is to maintain the public peace, to prevent any breach of law and order and I am glad to be able on this occasion to pay a tribute to the police of the province for the way in which they have carried out their very difficult duty. All ranks have contributed to this result and I feel sure that in future they will be equally successful, provided there is, as at present, good discipline in the force and provided they realise, as they do, that their duty is to maintain law and order, irrespective of all other considerations.

But a policeman's work does not end here; he is always being called on to help the general public; we all of us recognise the sterling work the police did in Bihar at the time of the Earthquake of 1934; we have frequent instances of good work done by the police when damage to life or property is caused by flood or fire and in each year there are numerous cases in which the police earn rewards by the work which they have done to help those in distress.

In conclusion, let me congratulate the Bihar Police on the sterling work which they have done during the last year; and let me thank both officers and men for their services. I am confident that in future they will carry out their duties with equal efficiency.

D.—The speech delivered by His Excellency Sir Maurice Hallett at a Garden Party held at Government House, Patna, on the 4th February 1939, to meet the Hon'ble Mrs. Copland-Griffiths, Lady Superintendent-in-Chief, St. John Ambulance Brigades Overseas.

LADIES AND GENTLEMEN,

I have asked you here today to meet the Hon'ble Mrs. Copland-Griffiths who has come out from England to help us to develop and expand the work of the St. John Ambulance Association. This Association owes its origin to the Order of St. John of Jerusalem, which dates back to the

First Crusade and to the year 1099 or perhaps even earlier. The object for which this Order was originally founded was the relief of human suffering and throughout its long history that object has never been forgotten, however prominent its military duties may have become. It is no longer necessary for the Knights of St. John to fight in defence of the Christian faith and the relief of human suffering has now become their sole object. To fulfill this object the St. John Ambulance Association and the St. John Ambulance Brigade have been started, and the former has as its specific object the dissemination of knowledge about the preliminary treatment of sick and injured persons and thus to lessen the needless suffering caused by ignorance. The Association and the Brigade have done, as you all do, splendid work in time of war, but their activities in time of peace are no less important. Here in Bihar we may expect to be free from the horrors of war, but even though we may not be exposed to attacks by human enemies, we are exposed to attacks of disease. The death rate in Bihar is terribly high, especially among women and children, and diseases such as malaria, Kala-azar, ankylostomiasis and tuberculosis have in many areas sapped the strength of our population. Diseases such as these are largely due to ignorance. We must dispel that ignorance; we must teach the illiterate people of the province how they can improve their health and that of their children. There is no more suitable organisation for this work than the St. John Ambulance Association and it is a matter of very great satisfaction to me that that Association which at one time was not very flourishing in Bihar has recently made great progress. I am in particular most grateful to Colonel Stott and the Officers of the Medical Services, for the work of the Association could not have been expanded and developed, had it not been for the enthusiastic zeal with which they have taken up the work. Their enthusiasm has been infectious and in nearly all districts of the province we have flourishing centres of activity. It is somewhat invidious to pick out special examples and I would like to pay a special tribute to the work done at the big industrial centres of Jamshedpur and Jharia.

Much remains to be done; we are only touching the fringe of the problem of human suffering in Bihar, but " well begun is half done "; we have made a good start and if we do not allow our enthusiasm to abate, the work of the St. John Ambulance Association in Bihar will be of lasting benefit to the people of the province.

I have already talked for too long. I know you are all anxious to hear the Hon'ble Mrs. Copland-Griffiths and I now ask her to give us the benefit of her advice and experience.

E.—The speech delivered by His Excellency Sir Maurice Hallett at the Annual meeting of the Bihar Chamber of Commerce held at Patna on the 26th February 1939.

MR. PRESIDENT AND GENTLEMEN,

I thank you most sincerely for inviting me to be present here today. This is the third occasion on which I have attended the Annual Session of the Bihar Chamber of Commerce, but I am afraid it will be the last occasion, for, as you know, my days in Bihar are numbered and after a few months I shall have to say goodbye to the province in which I have served for thirty years and to my many friends in different parts of the province. But even though I am leaving Bihar, I shall not be far away and I shall always aim at establishing a close liaison between these two provinces which have so much in common. Already there is liaison, for the measures taken

to deal with the Sugar Industry, which you have mentioned and commended, were taken jointly by the two provinces and the Hon'ble Dr. Mahmud and the Hon'ble Dr. Katju have worked throughout in close co-operation. There are, Sir, as you have indicated many problems still to be solved, in particular the problem of how to enable the cultivator to get a higher yield from this land. It must not be expected that this problem will be solved in a day, agricultural experiments always take time, but I have no doubt that the experts who will be employed both here and in the United Provinces will succeed in devising measures to help the cultivator. I hope too that we shall be able to introduce, as you have suggested, the manufacture of power alcohol, for that will mean that the cultivation of cane can be expanded.

You have referred to various other important industries in the province. lac, coal, cement, steel. I do not propose to discuss in detail the problems which arise in regard to these industries. But I would again emphasize the necessity for co-operating with other provinces; in certain circumstances competition may be useful and as you, Sir, have said, make for efficiency and economy, but there is always a risk of competition leading to a disastrous rate-war. It is most satisfactory that a National Planning Committee is now sitting which will consider the problem of the development of industries for the whole of India and which will be able to tender useful advice as to where specific industries can best be located. I share your appreciation of the action taken by the Hon'ble Dr. Mahmud and the Hon'ble Mr. Giri in this matter; we owe them a debt of gratitude. Here in Bihar we have two important raw materials easily available, coal and iron. Not long ago I visited once again the Tata Iron and Steel Company's Works at Jamshedpur. It is over twenty years since I first visited Jamshedpur and my recent visits showed me what enormous progress has been made in that period, thanks to the farsighted policy of the Directors of the Company. I feel confident that in the next twenty years progress will be even more rapid and that the time will come when Jamshedpur will produce every type of article that can be manufactured from steel, from the railway engine or motor car down to a pin.

I do not venture to discuss the suggestion which you have mentioned for the solution of the vexed problem of the Zamindari and the Tenant; it is a proposal which is being earnestly examined by my Government. You refer also to the problem of labour unrest and to the unfortunate disputes which have recently become unduly frequent between employers and employees. I am glad to note that you, Sir, take on the whole an optimistic view of the position and recognise that here as in other countries this period of turmoil may be the prelude to an era of progress and prosperity for industrial labourers. You rightly admit that there may be faults on both sides and you have made a telling quotation in your speech to illustrate the ideal relations between the master and the servant. I too am optimistic. The labouring classes in this country, though skilled workmen, are often illiterate, but already in Bihar we have made some progress in the Drive against Illiteracy. But what I feel is most needed to prevent strikes and industrial disputes is the formation of Trade Unions which are really representative of the workers. If such Unions are formed they will be in a position to represent the real grievances of the workmen to the employers and in most cases discussion of grievances round a table will lead to a settlement; if it does not, then we must have some system of arbitration. These however are matters which are no doubt engaging the attention of the Labour Enquiry Committee and it is needless for me to say more.

Once again I thank you for asking me here today.

APPENDIX V.

Sources of information available to public.

CHAPTER I.—POLITICAL AND GENERAL EVENTS.

CHAPTER II.—FINANCE.

Financial statements for Bihar in 1938-39 and the Budget Estimate for 1939-40.

CHAPTER III.—THE LEGISLATURE.

Proceedings of the Bihar Legislative Council (Volumes III, IV) and Bihar Legislative Assembly (Volume III—Parts 2 to 4, Vol. IV, Parts 1 to 3).

CHAPTER IV.—LOCAL SELF-GOVERNMENT.

Resolutions reviewing the reports on the working of the district boards and municipalities in Bihar during 1938-39.

Resolutions on the working of union boards and panchayats in Bihar during the year 1938-39.

CHAPTER V.—EDUCATION.

Report on the progress of Education in Bihar for 1938-39.

Bihar Council of Women—Report for the year 1939.

CHAPTER VI.—PUBLIC HEALTH AND MEDICAL RELIEF.

Annual Public Health Report of the Province of Bihar for the year 1938 and the Annual Vaccination Report for the year 1938-39.

Annual Report of the Prince of Wales Medical College, Patna, for the year 1938-39.

Annual Report of the European Mental Hospital at Ranchi for the year 1938.

Annual Report on the working of the Ranchi Indian Mental Hospital, Kanke, in Bihar, for the year 1938.

Annual Report on the working of the Radium Institute, Patna, for the year 1938.

Annual Report of the Pasteur Institute, Patna, for the year 1938.

Annual Report on the working of the Itki Sanatorium in Ranchi, in Bihar, for the year 1938.

Annual Returns of the Hospitals and Dispensaries in Bihar for the year 1938.

CHAPTER VII.—MAINTENANCE OF THE PEACE, ADMINISTRATION OF JUSTICE AND JAILS.

Annual Report on the Administration of the Police Department for 1938.

Report on the Administration of Criminal Justice for 1938.

Report on the Administration of Civil Justice for 1938.

Administration Report on Jails in Bihar for 1938.

CHAPTER VIII.—EXCISE.

Report on the Administration of the Excise Department in the Province of Bihar for the year 1938-39.

CHAPTER IX.—THE LAND AND THE PEOPLE.

Report on the Land Revenue Administration of the Province of Bihar for the year 1938-39.

Report of Wards, Encumbered, Trust and Attached Estates for 1938-39.

Annual Report on the Survey and Major Settlement operations in Bihar for the year 1938.

Annual Progress Report on Forest Administration in the Province of Bihar for the year 1938-39.

CHAPTER X.—AGRICULTURE AND CO-OPERATION.

Annual Report of the Agricultural Department for 1938-39.

Annual Report of the Civil Veterinary Department for 1938-39.

Report on the working of the Co-operative Societies in Bihar for 1938.

Season and Crop Report for 1938-39.

CHAPTER XI.—COMMERCE AND INDUSTRY.

Report of the Chief Inspector of Mines for India for 1938.

Annual Report on the working of the Factories Act, 1934, in the province of Bihar, 1938.

Annual Report on the working of the Indian Boilers Act V of 1923 in Bihar and Orissa for the year 1938-39.

Annual Report on the working of the Indian Partnership Act, 1932, in the Province of Bihar, for 1938.

Annual Report on the working of the Indian Trade Unions Act, 1926, in the Province of Bihar, for the year 1938-39.

Annual Report of the Director of Industries for 1938-39.

GLOSSARY.

VERNACULAR.		ENGLISH.
Ayurvedic	...	Medical science of the Hindus.
Bakrid	...	A Muslim festival.
Bandh	...	Embankment.
Bhadai	...	Autumn crop.
Bhang	...	An intoxicating drug made from the leaves of the hemp plant.
Bigha	...	A varying unit of land measurement, generally about one-third acre.
Choukidar	...	Village watchman.
Dasahra	...	A Hindu festival.
Ganja	...	The hemp plant which is smoked for intoxication.
Ghee	...	Clarified butter.
Gur	...	Raw sugar.
Harijan	...	Literally, creature of God. A term invented by Mr. Gandhi to designate members of the "depressed" Hindu castes.
Hakim	...	A Muslim village doctor.
Kamdar	...	Expert cultivator.
Kala-azar	...	Black fever.
Madrasa	...	School for education in Urdu, Persian and Arabic.
Maktab	...	Elementary village school for education in Urdu.
Pachwai	...	Beer made from grain, usually rice.
Panchayat	...	A committee, a body of arbitrators, originally five in number.
Pathshala	...	Elementary village school where Sanskrit is also taught.
Rabi	...	The spring harvest.
Takavi	...	Agricultural.
Tari	...	Fermented juice of the palm tree (toddy).
Vaidya	...	A doctor.

MEASUREMENTS.

80 tolas	=16 chittaks=1 seer (about 2 lbs. avoirdupois).
40 seers	=1 maund.
1 lakh	=1,00,000.
1 crore	=100 lakhs.

Bihar GP (Rev.) 41—552—10-9-1942—NMD, & others.

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